DOCUMENT RESUME

ED 213 995 CE 031 937

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TITLE Job Placement in Employment and Training Programs. An Action Planning Guidebook.
INSTITUTION Ohio State Univ., Columbus. National Center for Research in Vocational Education.
SPONS AGENCY Employment and Training Administration (DOL), Washington, D.C. Office of Youth Programs.
PUB DATE Sep 81
CONTRACT DOL-99-0-2297-33-52
NOTE 137p.; For related documents see CE 031 933-972.

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS Adult Vocational Education; *Agency Cooperation; *Community Services; *Employment Programs; Federal Programs; *Job Development; *Job Placement; *Job Training; Models; Postsecondary Education; Public Agencies; Secondary Education; Vocational Education
IDENTIFIERS *Collaborative Councils; Comprehensive Employment and Training Act; Training and Placement Councils

ABSTRACT

This guidebook is designed to assist employment and training agency staff in performing the placement function in a manner consistent with the stated agency goal, yet cognizant of job market realities. An introductory section explains purposes of the guidebook and overviews job placement, job development, and a collaborative council. Three sections focus on planning for job placement action, for job development action, and to establish a training and placement council. Tasks corresponding to the objectives for each area are identified, and guidelines for completing each task are given. The four placement tasks are identify objectives of placement activities, design placement model to correspond with objectives identified, decide on methods and procedures to implement model, and implement model. The three job development tasks are prepare to contact potential employers, conduct effective contacts with potential employers, and work with employers to expand job options. The three tasks for a training and placement council are decide to establish council and define its role, identify activities to support chosen role of council, and determine effective procedures for implementing council activities. Worksheets are provided for agency-specific analysis of each task. Appendixes include a transitional career placement model and placement for special needs. (YLB)

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JOB PLACEMENT

IN EMPLOYMENT AND TRAINING PROGRAMS

An Action Planning Guidebook

Provided by the Technical Assistance for Occupational Skills Training Project Sponsored by the Office of Youth Programs, U.S. Department of Labor

CE031937

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JOB
PLACEMENT
IN
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AN ACTION PLANNING GUIDEBOOK

The National Center for Research in Vocational Education
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September 1981

FUNDING INFORMATION

PROJECT TITLE:	Technical Assistance for Occupational Skills Training Project
CONTRACT NUMBER:	99-0-2297-33-52
ACT UNDER WHICH FUNDS ADMINISTERED:	Comprehensive Employment and Training Act of 1978, Title IV, Part A, Subpart A
SOURCE OF CONTRACT:	Office of Youth Programs U. S. Department of Labor Washington, DC
CONTRACTOR:	The National Center for Research in Vocational Education The Ohio State University
EXECUTIVE DIRECTOR:	Robert E. Taylor
PROJECT DIRECTOR:	Brian Fitch
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FOREWORD

Job Placement in Employment and Training Programs: An Action Planning Guidebook is one of sixteen products and services developed for the U.S. Department of Labor's Office of Youth Programs. These products and services are intended to comprise a "full-service" technical assistance model that can be used by the employment and training community to better meet the training needs of staff and CETA-eligible youth and adults.

The contributions of the Fort Wayne (Indiana) Area Consortium Philadelphia Office of Employment and Training, and Kentucky Balance of State Prime Sponsor are gratefully acknowledged. These sites participated in the planning and pilot testing of selected products and services.

Appreciation also is expressed to project staff. Sandra Pritz, Program Associate, was the major author. Other staff members include Brian Fitch, Program Director; Robert Bhaerman, Research Specialist; Bettina Lankard, Program Associate; Gale Zahniser, Program Associate; and William Goldwair, Research Specialist.

Robert E. Taylor
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EXECUTIVE SUMMARY

Employment and training agencies work to ensure that the services they provide lead to maximum self-sufficiency and opportunities for employment for their participants. In the face of high unemployment and job scarcity, it is a challenge for job placement and job developent staff in these agencies to help participants find jobs suited to their interests, abilities, and skills.

This guidebook is designed to assist employment and training agency staff in performing the placement function in a manner consistent with the stated agency goal, yet cognizant of job market realities. With reference to placement of participants, guidelines are given to enable staff to direct participants to job openings that correspond with their skills, qualifications, and interests; give participants updated, realistic information about the job market for their occupational field; maintain an awareness of the multifaceted nature of participants' employment needs; provide continued and consistent support for participant growth in job search skills; and enable participants to seek and obtain a job rather than to be placed passively. Guidelines for job development are to enable staff to conduct effective contacts with potential employers of participants, obtain information about employers' general employment needs and specific job opening, and work with employers to expand job options.

Coordination and cooperation between community service agencies offers potential for meeting the challenges of job placement and development effectively. A model for a training and placement council is presented with the objectives of allowing agencies to work cooperatively to meet the employment needs of participants, promote community awareness of its goals and specific activities through coordinated public relations efforts, broaden knowledge of the local job market through exchanged information, and avoid duplication of effort.

The guidebook is organized for ease of reference into three parts, with a section on job placement, job development, and organizing training and placement councils. Tasks corresponding to the objectives for each area are identified, and guidelines for completing each task are given. In addition, worksheets are provided for agency-specific analysis of each task. The appendixes contain material of a specialized nature, and references are provided for the reader wishing more extensive background information.

INTRODUCTION

Purposes of the Guidebook

Permanent unsubsidized employment of participants is the desired outcome of all the services provided by employment and training agencies. Many types of agencies are involved in training and employment--CETA prime sponsors, schools, and community organizations. Their work to assist participants in making the transition from a training program to employment is called placement. There are two distinct elements in the placement function: job development and job placement. Both elements present great challenges, especially in this era of relatively high unemployment, and new ways are being sought to deal with them. Cooperation and collaboration offer a promising course of action for meeting these challenges efficiently and effectively.

The purpose of this guidebook is to discuss placement challenges and ways to meet them. The guidelines offer principles by which to make judgments or determine a course of action; hence they are called "action planning guidelines." They provide concrete strategies that can be related to specific agency needs through the suggested activities.

Many of the guidelines were derived from recent writings on the topics of job placement, job development, and collaboration. These were complemented by discussion with employment and training agency personnel. These staff persons also made recommendations about the structure of the guidebook. They indicated need for a reference for quick usage and spot checking of specific tasks in the placement process. Accordingly, the guidelines are presented in task categories with the essence of each guideline underlined. Included with the pages of guidelines are reference pages providing more detailed information. A corresponding worksheet accompanies each task.

Overview of Job Placement, Job Development, and a Collaborative Council

Employment and training agencies work to ensure that the services they provide lead to maximum self-sufficiency and opportunities for employment for their participants. When asked about their aims, participants are sometimes heard to say, "I just want a job." But uninformed and indiscriminate choice of employment will not lead, except by occasional accident, to long-term retention, satisfaction, and success in the job. Instead, participants need to choose a job with a view toward a career based on their identified interests, abilities, and developed skills. Job placement services must be responsible for enhancing the possibilities for participants to obtain that type of job.

In the face of high unemployment and job scarcity, it is a challenge for placement staff to match ideas of a suitable job for a participant with the situation in the job market. The needs of participants tend to outrun the number and suitability of job orders obtained by job developers working with employers to increase options for employment. This has led to a realization that traditional job matching of individual participants to specific job openings is no longer tenable as the sole placement development function. The emphasis is gradually shifting to one of selling employers on the marketability of the agency's participants (because of the training and other services participants have received) and opening opportunities for those who might not have been hired otherwise. Thus, through active job development, the path can be smoothed and straightened for participants to gain access to employers (and vice versa).

Another aspect of the rationale underlying this shift is the recognition that a participant's self-sufficiency is not maximally enhanced by maintaining a passive role and expecting a job-match to occur. In today's world, self-sufficiency demands individual competence in job-search skills. Given the high expectation that any individual will change jobs several times in a working life, such competence becomes a work-related life skill. Thus, the thrust of placement activities is to enable participants to seek and obtain a job rather than to place a participant in a job.

Coordination and cooperation between community service agencies offer potential for meeting the challenges of job placement and development effectively. A training and placement council could reduce duplication of effort and work cooperatively to meet the employment needs of participants, promote community awareness of the common goals of its member agencies, and broaden knowledge of the local job market through exchanged information.

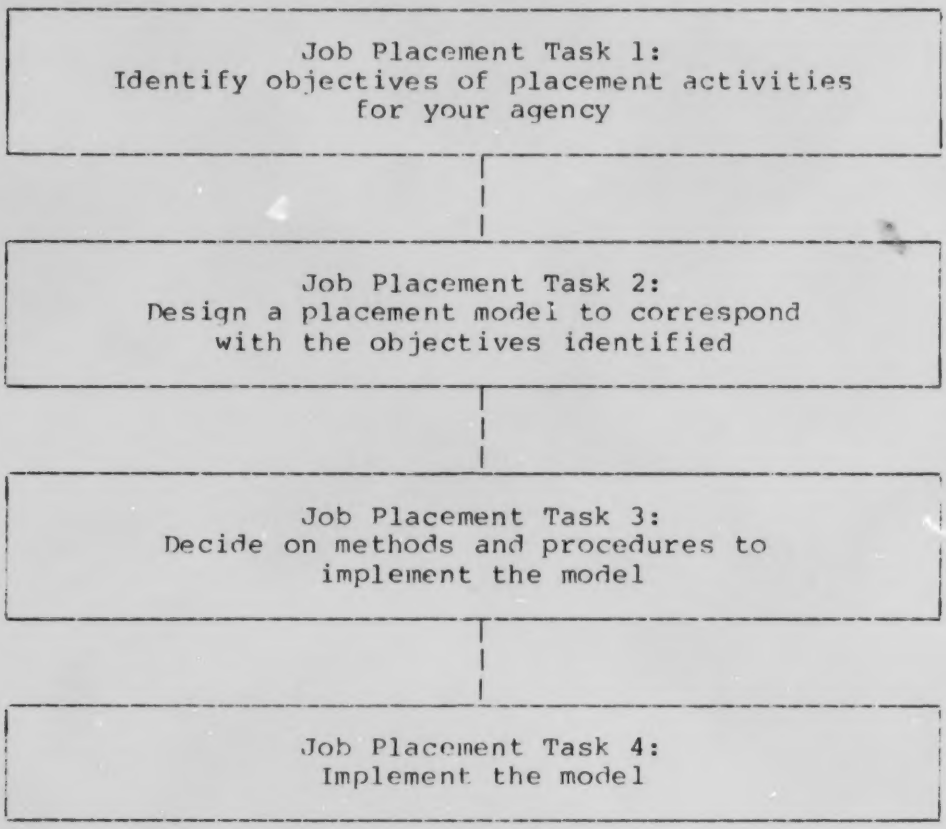
The tasks presented in each of these areas are not cast in any rigid time pattern; in fact, each might be considered ongoing so that no decisions are labeled as final. Obviously, it is important to be flexible since the needs of agencies change, as do the needs of individuals. Furthermore, since placement comes at the end of a chain of services to the participant, placement must be adapted as changes are made in the earlier service links.

Not all of the guidelines given will apply in every situation. Users must analyze the important elements in the process and determine the steps that should be taken locally. Major guidelines have been underlined to assist in working through them, and corresponding worksheets have been provided so that users can specify the ways in which those guidelines can be implemented within their own agency.

The first section of the guidebook involves planning for action in the job placement area. The second section explores planning for job development action. The last section discusses planning to establish a training and placement council. Readers are encouraged to consult the references listed in the section entitled, "Exploring the References and Related Studies."

An Overview of Essential Tasks for Placement of Participants

The following four tasks are outlined to assist employment and training agency staff in implementing a job placement program for participants.


Job Placement Task 1:
Identify objectives of placement activities for your agency
Job Placement Task 2:
Design a placement model to correspond with the objectives identified
Job Placement Task 3:
Decide on methods and procedures to implement the model
Job Placement Task 4:
Implement the model

Job Placement Task 1: IDENTIFY OBJECTIVES OF PLACEMENT ACTIVITIES FOR YOUR AGENCY

1.1 Form a planning committee. The committee should include people who set policy for the agency as a whole and who coordinate and direct placement services. It is important that the perspective of the entire stream of services provided to participants be applied to this important component; at the same time, those with experience in the specific component and with responsibility for meeting the objectives must be included.

The role of the committee should be to identify the placement objectives, review progress toward the objectives periodically and decide whether the objectives are meeting the placement goals.

1.2 The goal of any placement effort is to enable each participant to seek and obtain a job. The choice of a set of objectives which, if met, will best serve to meet the goal will differ from one agency to another according to the placement philosophy of each. Consider a range of objectives to identify those that correspond with the placement philosophy of your agency. State the objectives in a way that reflects the emphases dictated by that philosophy.

A variety of statements of objectives are presented on the page 8. These represent several different philosophies of placement. Notice that there is some overlap in the major aim of some of the objectives but that their statements reflect different emphases. The last four objectives represent a set of recommendations and current thinking from the literature.

1.3 In determining your objectives, weigh factors for decision such as the following:

- Characteristics of participants (age, socioeconomic status, level of career awareness, job readiness, and so forth)

- Community environment (urban or rural, degree of employment, types of opportunities locally)
- Scope of the program and level of resources
- Lessons from experience and historical perspective (See the overview provided for context on page 9.)
- Regulatory specifications and limitations

1.4 Conduct a needs assessment if resources permit and if it is unclear what the placement service needs are.

Sample Statements of Placement Objectives

To match participants to job openings that have been solicited

To mediate or act as a broker between employers and participants

To alter the job market so as to increase employment opportunities for participants

To assist participants in finding and following job leads

To act as an advocate in meeting unique, individual participant needs

To increase participants' chances for obtaining a job by improving their approach to employers

To enable participants to develop career plans consistent with their multiple roles in life

To ensure that participants learn sufficient skills to get and keep a job

To direct participants to job openings that correspond with their skills, qualifications, and interests

To give participants updated, realistic information about the job market for their occupational field

To maintain an awareness of the multifaceted nature of participants' employment needs

To provide continued and consistent support for participant growth in job search skills

Overview of Perspectives from Experience

Placement services have gone through many developmental phases since the inception of the Employment Services in the 1930s. Then, under a labor exchange model, staff matched qualified applicants to identified job openings as their prime function. Many programs retain this focus, but experience has pointed out some potential dangers. One is that success tends to be measured by number rather than of placements quality (in terms of relationship of the job to participant skills and interests). Secondly, the placement staff may be influenced to select only the most qualified participants to fill openings in an attempt to meet the needs of the employer on whom further listing of openings depends. Thus an employer advocacy position is likely to develop, and participants most in need may not be served.

During the 1960s it became apparent not only that services to the poor and minorities were inadequate, but also that the system was not structured to respond to their needs. Under the Manpower Development and Training Act (MDTA, 1962), the emphasis for the Employment Service shifted to manipulating the market to accept the disadvantaged, and various community groups followed suit in an advocacy model.

As consciousness of the still unmet needs was raised, the model for service came to be basically a medical one. Placement staff members were assigned a case load of participants and asked to help them wrestle with their multiple and sometimes enormous problems, all of which ultimately had implications for placement. The lesson from this experience was that it is impossible for a caseworker to do everything necessary to solve numerous problems for numerous people. The logical solution seemed to be to bring more staff with expertise in more areas to bear on the problems. However, this approach was extremely costly and did not provide significant benefits.

Gradually, out of the experience with CETA in the 1970s, came a conviction that motivating participants become independent would be a more appropriate focus. There are now a number of exemplary programs of a client-centered model to testify to the inherent logic of helping participants to become competent in finding their own jobs and playing an active rather than a passive role. Although this relatively new approach is extremely promising, it is unnecessary to discard all of the elements of

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NOTE: This overview is based largely on Miriam Johnson's and Marged Sugarman's description in the U.S. Department of Labor, Employment and Training Administration's Job Development and Placement: CETA Program Models. (Washington, DC: U.S. Government Printing Office, 1978).

the earlier models, which had some positive aspects. It is possible to blend elements of several approaches to meet participants' needs, and there are placement services both within and outside CETA proving it.

JOB PLACEMENT
ACTION PLANNING
WORKSHEET 1

1.1 (a) Members of our planning committee are:

(b) Their roles are:

1.2 (a) The placement philosophy of our agency is:

(b) Objectives we should consider include:

1.3 (a) Relevant characteristics of our participants are:

(b) Our community environment is:

(c) The scope of our program and level of resource is:

(d) Lessons from experience which are relevant for us are:

(e) Regulations we must follow specify the following:

1.4 We will/will not want to conduct a needs asssessment because:

1.6 (a) We will survey business and industry with the following questions:

(b) We will draw up a list of companies to survey from:

Job Placement Task 2:
DESIGN A PLACEMENT MODEL TO CORRESPOND WITH THE OBJECTIVES IDENTIFIED

2.1 Integrate the objectives selected into a system that is logical and cohesive both from the standpoint of involvement of participants and delivery by staff.

2.2 Not enough is known of the factors positively affecting placement. However, in developing the model, profit from the following indicators of successful programs:

- Close supervision of participants and individualized interaction between participants and staff
- Overt relationships between activities and the work world
- Use of alternative modes of learning for participants who have had problems in traditional schools
- Close cooperation with business and industry
- Activities available on an ongoing basis
- Links with other service provided
- Support mechanisms built in

2.3 Indicate, in describing the model, the activities, the sequence and timing of services, and the types of interaction.

2.4 Use the model description on the following pages as a sample. This model integrates the last four objectives on page 8. An alternative model designed for a school-based system can be found in Appendix A.

Participant Placement Model:

Focus:

In this model, placement is seen as a critical milestone in the developmental process of a career. To hold the potential for long term satisfaction and success, a career must be based on the participant's identified interests, abilities, and developed skills. Placement services are infused in a stream of services. Elements of this stream of services are individually tailored to provide adequate preparation for placement. Because of this integration, the entire stream of services takes on a placement orientation, the overall goal being to enable participants to seek and obtain a job.

Objectives of placement services:

To direct participants to job openings that correspond with their skills, qualifications, and interests

To give participants updated, realistic information about the job market for their occupational field

To maintain an awareness of the multifaceted nature of participants' employment needs

To provide continued and consistent support for participant growth in job search skills

For whom:

This model is suitable for participants of all ages, backgrounds, and environments because of the individualized nature of the stream of services. It is especially appropriate for participants whose placement must be achieved in as short a time as is consistent with adequacy of preparation for a career track.

Setting:

The participant placement model is designed for a setting where participants have access to a stream of services including components such as:

- Intake/assessment
- Employability development counseling
- Personal support referrals
- Orientation to the world of work
- Career exploration, decision making, and planning
- Basic skills remediation
- GED
- Work maturity skills training
- Work experience
- On-the-job training
- Apprenticeship training
- Job search skills training
- Placement counseling with job development support

Examples of suitable settings are employment and training agencies, educational institutions with a placement orientation, or single service agencies which have linkages established with sources of additional services.

Benefits:

The strengths of various other placement models(se page 8) are combined in the participant placement model in the following ways:

Model	Benefits
Labor exchange	Increase employment opportunites and make them visible to participants
Advocacy	Focus on meeting individual needs
Client-centered	Participant independence and assumption of responsibiiity, fast track nature.
Transitional career placement (described in Appendix A)	Emphasis on a career awareness and planning perspective. An important additional factor is the emphasis on adequate skill training preparatory to placement.

These elements blend in the participant placement model to promote development of competencies to use on a career path unmarked by extensive unemployment and its concomitant personal trauma and wasted resources.

Placement activities:

1. Placement counseling

   - Ongoing assessment and planning based on the participant's progress on a plan (such as an Employability Development Plan) incorporating the stream of services available
   - Ongoing provision of access to labor market information

2. Placement skill-building

   - Individualized competency-based instruction in job search techniques
   - Group interaction in support of the job search
   - Continued training in the work maturity skills component of services to support job retention

(Support for these activities is provided by the job development component described in the next section of this guidebook.)

Sequence and timing of activities:
(See the chart on the following page.)

Participant Placement Model: Sequence and Timing of Services

	Phase I Ongoing through service period	Phase II Several weeks before end of training period	Phase III Completion (or near completion of training)
PARTICIPANT OBJECTIVES	1. Develop an ongoing relationship with the placement counselor. 2. Build set of realistic goals for placement based on career plan and skills gained (as measured by the Employability Development Plan competency records from training). 3. Build awareness of labor market and placement resources in target industries. 4. Adjust training activities to correlate with placement possibilities.	1. Develop skills in job search techniques. 2. Develop further in Phase I objectives. 3. Build work maturity and capacity for job job retention and identify areas for personal development.	1. Obtain a job. 2. Develop further in objectives for Phase I and II.
RELATED ACTIVITIES	1. Meet with placement counselor. 2. Initially discuss with placement counselor and subsequently review plans and records to reach joint agreement on goals for placement and measurements of progress toward goals. 3. Follow suggestions for obtaining and using resources. 4. Work with placement counselor and training instructors to focus training in desired directors (may involve OJT, work experience, apprenticeship or supplementary classroom activities).	1. Participate in group sessions on job search techniques, work on individualized competency-based instructional materials facilitated by placement staff. 2. Continue Phase I activities. 3. Work with individualized competency-based instructional materials facilitated by placement staff, practice training program setting.	1. Follow job leads independently and participate in group sessions for analysis of experiences and refinement of techniques. 2. Continue Phase I and II activities.

JOB PLACEMENT
ACTION PLANNING
WORKSHEET 2

2.1 A brief statement describing a logical and cohesive system integrating our objectives is:

2.2 We will want to include the following aspects of successful programs:

2.3 The model we have developed is as follows:

- Focus

- Objectives of placement service

- For Whom

- Setting

- Activities

- Sequence and timing of activities

Job Placement Task 3: DECIDE ON METHODS AND PROCEDURES TO IMPLEMENT THE MODEL

3.1 Analyze the resources available such as trained personnel, funding, physical facilities, and equipment.

With reference to physical facilities, recognize that ideally the placement operation should be highly visible and accessible. Instead of a classroom atmosphere, it should have the lively atmosphere of a resource center with different areas for placement reference materials, individualized training, group interaction, audio visual presentations, and counseling sessions.

Helpful equipment for the job search effort would include, typewriters, a copy machine, telephones, a videotape camera, and other audio visual equipment.

3.2 Compare the options for provision of the placement services within the agency, by subcontracting to other agencies, or by referral. There does not appear to be a clear consensus on which system works most effectively. Recommendations on the advantages and disadvantages of each option are presented on the next page.

3.3 Consider which methods and procedures will be maximally effective for implementing each element of the model so as to achieve the objectives. Once again, bear in mind the following:

- o Characteristics and needs of participants
- o Community environment
- o Scope of the program and level of resources
- o Regulatory specifications and limitations
- o Lessons from experience

These factors will dictate what is most effective for a particular agency. (See page 31 for methods and procedures for implementing the Participant Placement Model.)

3.4 Plan for staff who will implement the model. Account for the responsibilities for each element of the model. Develop a detailed analysis of the tasks to be performed to use as a guide in selecting and training staff. (See page 45 for staff plans corresponding to the Participant Placement Model.)

Options for the Provision of Placement Services

1. Agency provision of services
   A centralized placement component depends on the agency's ability to devote to the effort the time of staff experienced in placement and the necessary facilities. The prime advantage of such a component is the functional unity that can be achieved, along with the enhanced potential for infusion of a placement orientation into the other services offered. The main disadvantage is that, for a very large operation (such as a prime sponsor in a large city), the size may make the component unwieldy. Self-evaluation is required, which may not be as rigorous as external evaluation. In terms of associated job development, there is no geographical dispersion for contracts. As seems logical, some evidence points to centralized placement working most effectively in small cities.

2. Subcontracting for services
   The agency may fund a subcontactor to provide placement services and simply report the results. There is some indication of higher placement rates and lower costs per placement with this approach. One advantage is that the funding agency can monitor and evaluate the subcontractors with the rigor of an external viewpoint. If different subcontractors are using different procedures, comparisons may be difficult, but it is also possible to institute a single set of procedures to be used by all the subcontractors. Another advantage is that an agency offering training in a particular occupation may benefit from specialization of contacts and knowledge about placement in that occupation. Disadvantages are that the potential for integration of placement with other services may be reduced and that job development efforts may be duplicative or not extensive enough unless linking arrangements are made.

3. Referral or self-placement
   This option involves simply providing participants with self-help tips and information about sources of placement assistance. The Employment Service is available to help, although the listings there seem to be skewed toward entry level, low-wage jobs rather than career track positions.

   Other sources of assistance include the Bureau of Vocational Rehabilitation and other government offices, private employment agencies, and community-based

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Note: Information on these options was taken from Howard W. Hallman, Community-Based Employment Programs, Baltimore: The John Hopkins University Press, 1980.

organizations such as the Urban League, National Alliance of Businessmen, the AFL-CIO's Human Resources Development Institute (HRDI), Jewish Vocational Services, and SER/Jobs for Progress. The advantage, of course, is that virtually no money is expended. The disadvantage is that no real service is provided. However, in situations where (1) the participants are highly motivated and have a great deal of initiative and (2) the placement component is not given high priority for resources, this option may be a viable one.

3.5 Establish a placement advisory committee of representatives from business, industry, and labor organizations. Their input is critically needed since they are, in the final analysis, the people who offer the placements. Furthermore, business and industry have been vocal about the gap between their work needs and worker employability. A placement advisory committee is one step toward closing that gap.

Members of the advisory committee can be helpful in identifying the relevant content of skills training courses in work maturity and job search. They are influential speakers who can communicate to participants what employers are looking for, and they can give important feedback after participating in mock practice interviews. For an advisory committee to function effectively, its role should be clearly established, and the members should be able to recognize that they are important to the process and the participants. Give them a real role, but do not impose too much on their time.

Experience with advisory committees has yielded evidence that they tend to become a job development tool as well. As members of the advisory committee become actively involved in the program and have contact with participants, they sometimes offer them jobs. (See page 72 for further discussion of this point.)

3.6 Establish efficient procedures for gathering, using, and storing information. Since the placement service must keep extensive records, it is important they they be as simple as possible so that the focus of the effort is on participants rather than paperwork. Develop a procedures manual to help manage the information flow.

Access to computerized information processing is helpful and usually becomes cost-effective when large amounts of information are to be processed. Investigate this possibility.

Types of information used include the following .

- o Data on participants' background and training
- o Labor market information and information about employers
- o Records of participant-employer contacts
- o Resource information about other agencies and organizations
- o Records of placements obtained

A chart of the various records and forms often used in placement services follows on the next page.

Forms Needed for Placement Information

Form	Purpose
Participant needs assessment	To find out placement needs
Participant employability development plan	To record the planned and completed services
Participant competency records	To record skills learned
Participant referral form	To introduce participant to employers
Parental permission agreement	To obtain parental permission to release records of minors or to place minors
Employer data	To provide participants with information about employers
Job order	To record employer's request for applicants
Interview form	To record participant interviews with employers
Employer contact form	To record participant contacts with employers
Placement records	To record jobs obtained, to review and evaluate the placement program

3.7 Establish a cooperative relationship with other community agencies and organizations. Organizations providing human services may be good resources for participants. Moreover, they may also be involved in placement and willing to share ideas. Organizations such as the National Alliance of Businessmen and the local chamber of commerce can provide labor market information and promote closer ties to business and industry. It is helpful to develop a catalog of the services provided by community organizations.

3.8 Link the placement component with other components of service in the agency. Establish lines of communication to carry labor market information to occupational skills training classes, for example. Consider appointing a liaison between the placement area and each separate training area. Plan to publicize information about placement services.

3.9 Plan to employ some pretermination procedure to inform participants of the follow-up and follow-through contacts they can expect and to encourage their participation. Participants should be told the purposes of the follow-up and follow-through programs and the potential benefits for themselves in terms of job retention and for others in terms of program improvement. (See Follow-Up and Follow-Through in Employment and Training Programs in this series of guidebooks for a detailed treatment of this subject.)

Procedure for Implementing the Participant Placement Model

Placement counseling

1. Ongoing assessment and planning is required.

   - A placement counselor should be assigned to work with each participant on an individualized basis so as to establish a comfortable working relationship.

   - The placement counselor and participant should meet initially to review the participant's job readiness. Some participants will have an Employability Development Plan, a career plan, or competency records from involvement in other components of service. Carefully developed, these are ideal basis, along with interview input, for establishing whether the participant is adequately prepared for a job. In the absence of detailed plans and records, the participant should fill out a form listing skills, training, and experiences to use as a basis for developing a placement plan.

   - A placement plan should be developed that identifies placement goals and measurements of progress toward the goals. In discussing these, the counselor will also be able to give the participant some sources of information about the realism of the participant's expectations. Many people fail to temper their ideas of the work world with reality in terms of wage demands, time priorities, and initial job tasks. It is important to identify this expectations gap early and point out ways to find out what the situation really is; closing the gap by accepting the difference between hopes and reality is less difficult with counselor support.

   - The goals should be appraised in terms of chances for success, and provision should be made in the plan for acceptable alternatives if placement possibilities and chances for success look dim. No one, least of all the disadvantaged, can afford to spend time, effort, and resources on training for positions for which jobs are not available.

   - The placement plan should include participant involvement in job search training and activities. It

should be made clear to participants that they bear the responsibility for obtaining a job but will have the benefit of training and support. Reference should also be made to the importance of building job search competency for use over the long term in moving along a career path and dealing with changes in the employment scene.

- If participant are not ready for a job in all respects, their counselors should refer them to the services needed. Participants should be adequately prepared in the following areas:

  - o Orientation to the world of work
  - o Career exploration, decisionmaking, and planning
  - o Basic skills
  - o Work maturity skills
  - o Occupational skills

- While training is going on, the counselor and participant should meet periodically to review progress and integrate labor market information into the plan. On the basis of this information, training activities should be adjusted to correlate with placement possibilities. The participant should work with both the placement counselor and training instructors to focus training in the desired directions. A flowchart for such interaction is given on the next page. (If the agency has insufficient counseling staff to make such periodic reviews possible, an attempt should be made to hold group sessions with participants having similar goals.)

- Involve parents or guardians of youth as a means of communication and additional support for participants. Individualized counseling gives an opportunity to deal with special needs of participants such as disadvantaged, minorities, women, rural youth, the handicapped. Material in Appendix B gives some background for counseling those with special needs.

2. Ongoing provision of access to labor market information is necessary.

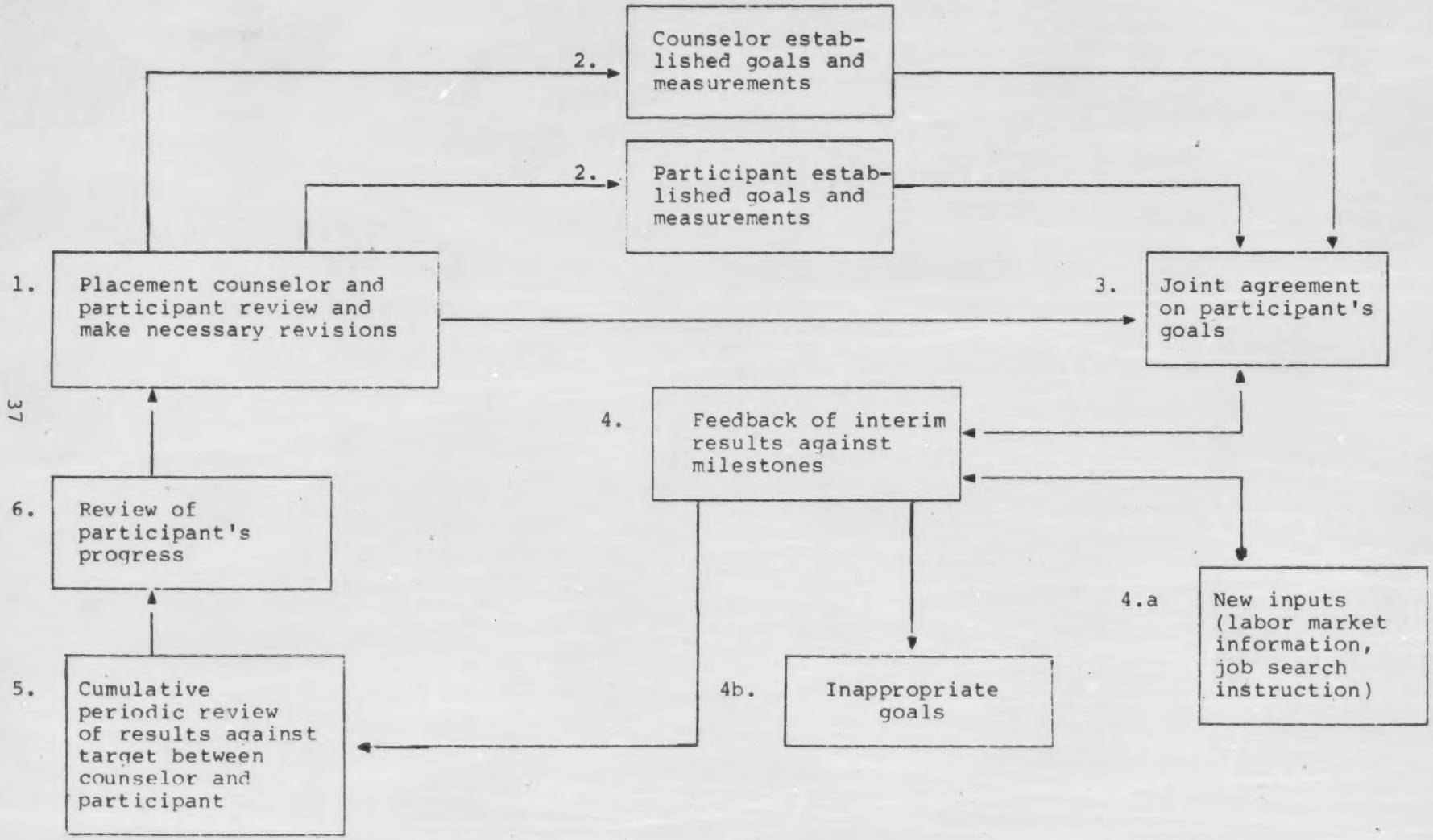
   - The placement service should gather general labor market information and specific employer information from all sources possible. Three prime sources are government publications such as those of the U.S. Bureau of Labor Statistics, the agency's job development program, and the agency's follow-up program.

Helpful information includes both national and local indications of the following:

- employment trends and projections by industry, occupation, and region
- jobs for which demands exceeds the available labor supply and jobs for which the available labor supply exceeds demand
- updated job entry and credentialing requirements for occupations
- The agency's job development and follow-up programs can provide and update information on employers with reference to--
  - how many people they employ in which occupations
  - tasks performed on the job (if possible)
  - training requirements
  - contact and method of application
  - tests given
  - hiring policies
  - personnel policies
  - opportunities for advancement
- Publications giving occupational information should be gathered for the placement resource center. Trade journals, company brochures, and profiles of occupations are examples of good sources of information. Procedures should be determined for updating the labor market information on file.
- Labor market information should be made specific to the participants' needs by the way it is filed and organized for access by participants. The information system should include cross references and should be easy to follow so that the placement counselor can suggest resources for participants to find and use independently. (Provisions should be made, however, for assisting those who are unable to find and use the information initially.)
- The placement counselor should impress on participants the importance of using labor market information to relate training to the local job scene. Participants should be told of their responsibility for building an awareness of the labor market in target industries and of job requirements. There are indications that

complete and accurate information about prospective jobs is related to higher job satisfaction and lower turnover rates. There are also indications that often rumor and hearsay is acted upon rather than factual information, possibly because they are more readily available.

PLACEMENT COUNSELING FLOWCHART



Placement Skill-Building

1. Individualized competency-based instruction in job search techniques should be facilitated by training instructors

   - Participants should build skills in job search techniques in small discrete steps so as to increase self-confidence that is, in itself, an asset in job search.

   - Participants should be encouraged to exert initiative in the training but should be supported by careful instructions in the competency-based curriculum and by the assistance of placement staff.

   - Curriculum materials should be barrier-free in terms of reading level and the needs and background of disadvantaged participants, and bias-free in terms of race, sex, religion, and ethnic background.

   - The facilitator should provide activities to complement the curriculum. One such activity might be to hold a contest for presentation of successful interview techniques with personnel directors as the judges.

   - Participants should learn about the "hidden job market" and how to find it in view of the fact that about two-thirds of the jobs are obtained through direct employer contacts and through contacts and to have friends and relatives.

   - Participants should interact as directed to give each other helpful feedback. A "buddy system" is often used successfully for roleplay of interviews and telephone contacts, review of resumes, and critique of grooming before an interview.

   - Provision of supplies and equipment such as postage, writing materials, telephone directories, typewriters, and a copy machine is important to carry out the effort.

   - The facilitator should supervise all activities and maintain a simulated job environment, with the job search treated as a full-time job in itself.

   - Skills should be learned in all areas indicated on the accompanying curriculum outline (provided by The National Center for Research in Vocational Education, The Ohio State University, for the Technical Assistance for Occupational Skills Training Project, sponsored by the U.S. Department of Labor, Office of Youth Programs).

- As participants move into the phase in which they are putting their job search skills into practice outside the agency, the placement counselor should supplement the leads participants have identified with any suitable referrals available through job development.

- Several referrals should be made for each position open, and participants should be made to realize that they cannot necessarily expect referrals to be referred to openings.

2. Group interaction in support of the job search should be provided.

   - Draw from a number of successful programs (such as WIN Job Club, The Job Factory, and Self-Directed Placement) the lesson that social support is needed for what is often a discouraging process. The record shows that the more time spent on the search, the better the result; however, many would not persevere without the psychological support of the group.

   - Peer support seems to be especially effective. Group morale is heightened by the cooperative working arrangement, and there is an atmosphere of common cause.

   - Extensive use of roleplaying and simulation with group critique is effective in giving practice in employer contact and interview situations.

   - Group critiques after actual employment interviews provide an analysis of what went well or poorly. This can be used as a basis for improvement.

   - Within the group that is job-seeking at the same time, form small groups to work on similar needs.

   - For example, small groups might be formed by type of position sought, age, sex, or type of activity proving difficult.

   - Former participants or "graduates" willing to join the group can lend the perspective of their experiences effectively.

- Group interaction should be structured by the facilitator to maintain a task orientation.

3. Continued training in work maturity skills should be pursued.

   Since work maturity or employability skills play such a critical part in job retention, and since learning work maturity skills is partly a matter of continued long-term practice, it is important to pursue work in this area. Even if participants have already been involved with a service component designed to teach work maturity skills and have been signed off as competent, these skills will need reinforcement. Employers seem to speak with one voice on this subject; the vast majority of workers unable to retain their jobs are dismissed because of lack of work maturity skills. Thus it is appropriate to couple intensive work on the job search with constant reminders that it will do little good to exert tremendous effort on obtaining a job if participants are not able to meet employer expectations of work maturity well enough to maintain themselves in the job. Failing to retain the job after obtaining it can have serious consequences in terms of self-image and willingness to risk rejection again.

   One of the most effective methods for reinforcing work maturity skills is to assess performance of these skills regularly in the context of another training program. The facilitator of the program should have a checklist of performance objectives related to work maturity, make observations of performance on an ongoing basis, and discuss these observations with the participant weekly.

   For skills areas in which the participant's performance is weak, the facilitator should advise work on individualized competency-based instructional units from curriculum materials such as those outlined on the following pages. This competency outline was developed from employer recommendations of what they expect of employees. (Curriculum materials based on these competencies have been developed by The National Center for Research in Vocational Education, The Ohio State University, for the Technical Assistance for Occupational Skills Training Project, U.S. Department of Labor, Office of Youth Programs.)

Job Search

1.0 PREPARE FOR THE JOB SEARCH SKILLS

1.01 Choose a Job and Prepare for Employment

A. Determine the Jobs For Which You Are Qualified.
B. Define the Hiring Practices for the Job
C. Meet the Hiring Requirements

1.02 Compile Information For Application And/Or Resume

A. Record Personal Data
B. State Your Career Objective
C. List Your Formal Education and Training
D. List Special Skills
E. List Your Work Experiences
F. List Volunteer Experiences
G. List Your Military Experiences
H. List Special Credits and Activities
I. List References

1.03 Prepare the Resume

A. Choose a Type of Resume to Prepare
B. Prepare a Draft Copy of the Resume
C. Prepare the Final Copy of Your Resume

2.0 SEARCH FOR AVAILABLE JOBS

2.01 Identify Potential Employers

A. Compile a List of Job Leads
B. Gather Facts About Job Leads

2.02 Decide Which Employers to Contact First

A. Relate Personal Skills to Job Leads
B. Relate Personal Preferences to Job Leads

2.03 Follow Job Leads

A. Prepare Your Message
B. Contact Employers Directly by Telephone
C. Contact Employers in Person

3.0 APPLY FOR JOBS

3.01 Fill Out Applications

A. Anticipate Questions
B. Record Information Neatly, Clearly, Completely, and Correctly

3.02 Present Application

A. Find Out Relevant Facts
B. Seek An Appointment For An Interview

4.0 INTERVIEW FOR THE JOB

4.01 Prepare for the Interview

A. Make the Appointment
B. Make Arrangements to Get to the Interview
C. Anticipate Interview Questions
D. Prepare Your Physical Appearance
E. Take Necessary Materials
F. Be Punctual

4.02 Handle the Interview

A. Handle the Introduction in a Positive Way
B. Communicate Effectively with the Interviewer
C. Ask Questions About the Job and Company
D. Complete the Interview

4.03 Follow Up on the Interview

A. Evaluate and Improve Your Interview Techniques
B. Write a Thank You Letter to the Interviewer
C. Place Follow-Up Telephone Calls to the Interviewer

5.0 HANDLE JOB OFFERS

5.01 Find Out Information About the Job and Company

A. Identify Specific Items in the Job Offer
B. Find Out the Company's Policies and Procedures

5.02 Negotiate for the Job

A. Compare Job Offer Items With Personal Needs
B. Make a Choice

Work Maturity Skills

1.0 PRESENT A POSITIVE IMAGE

1.01 Follow Good Grooming Practices

A. Maintain Cleanliness
B. Practice Dental Hygiene

1.02 Practice Good Health Habits

A. Follow Good Nutrition and Diet Principles
B. Follow Habits That Promote Physical Fitness

1.03 Dress Appropriately for the Job

A. Select Appropriate Work Clothing
B. Keep Clothing in Good Condition

1.03 Exhibit Self-Confidence

A. Identify Personal Strengths
B. Use Positive Body Language

2.0 EXHIBIT POSITIVE WORK ATTITUDES

2.01 Use Basic Social Skills

A. Assume Positive Behavior
B. Exhibit Interest in Other

2.02 Be Creative and Willing to Learn

A. Identify Creative Potential in Self and Others
B. Seek New Ideas and Ways of Doing Things

2.03 Take Pride in Your Work

A. Develop a Sense of Contribution About Your Work
B. Be Particular About the Finished Product

NOTE: These competencies were developed by the National Center For Research in Vocational Education, The Ohio State University, for the Technical Assistance for Occupational Skills Training Project, Sponsored by The U.S. Department of Labor, Office of Youth Programs.

3.0 PRACTICE GOOD WORK HABITS

3.01 Maintain Regular Attendance

A. Be Punctual
B. Be Dependable

3.02 Be Thorough and Diligent

A. Complete Tasks Willingly and On Time
B. Be Persistent and Persevering
C. Maintain Professional Knowledge

3.03 Follow Safety Practices

A. Identify and Follow General Safety Rules
B. Operate Equipment Safely
C. Identify and Demonstrate First Aid Techniques

4.0 PRACTICE ETHICAL BEHAVIOR

4.01 Exercise Integrity and Good Judgment

A. Maintain Confidentiality
B. Maintain Loyalty
C. Demonstrate Honesty

4.02 Respect Property

A. Care for the Building
B. Care for Equipment and Furniture

4.03 Follow Company Rules

A. Follow Company Policies and Operating Procedures

B. Cooperate with Organization and Union to Resolve Conflicts

5.0 COMMUNICATE EFFECTIVELY

5.01 Demonstrate Spoken Communication Skills

A. Use Proper Language
B. Use Proper Speaking Techniques
C. Correctly Relate Information and Messages

5.02 Demonstrate Written Communication Skills

A. State Information in a Clear, Concise, and Correct Manner
B. Convey Accurate and Complete Information

5.03 Demonstrate Non-Verbal Communication Skills

A. Use Body Language to Improve Speaking Skills
B. Use Body Language to Improve Listening Skills

5.04 Demonstrate Good Listening Habits

A. Exhibit Qualities of a Good Listener
B. Follow Verbal Instructions

6.0 ACCEPT RESPONSIBILITY

6.01 Use Initiative

A. Anticipate Responsibilities on the Job
B. Be Willing To Perform Your Scope of Work

6.02 Use Problem-Solving Techniques

A. Analyze the Problem
B. Identify and Choose Among Alternatives
C. Devise a Plan of Action

6.03 Manage Personal Responsibilities

A. Manage Responsibilities of Family Living
B. Manage Personal Finances

7.0 COOPERATE WITH OTHERS

7.01 Work as a Member of a Team

A. Communicate Freely With CoWorkers and Supervisors
B. Deal with Job Frustrations

7.02 Work Under Supervision

A. Identify and Work Within the Organizational Structure
B. Cope with Conflict

Staff Tasks for the Participant Placement Model

Placement Coordinator

Coordinate the development of and implement a plan for delivery of placement services

Organize and direct the effective use of an advisory committee for placement services

Develop and conduct placement needs survey, if necessary

Identify and analyze resources available for placement services

Manage operation of the placement resource center

Supervise staff

Assign staff responsibilities, specify outcomes, and coordinate scheduling of services

Coordinate or conduct staff development or inservice programs

Conduct staff meetings to promote communication and coordinate tasks

Coordinate the collection and dissemination of labor market information

Publicize the placement services within the agency

Identify community agencies and organizations for resource and support purposes

Coordinate the collection and interpretation of data and evaluate the effectiveness of placement services; recommend needed changes

Interpret relevant legal specifications and restrictions

Represent the placement component for agency planning purposes and for coordination of services

Represent the agency on placement-related community boards or councils

Establish linkages with other community agencies and organizations

Placement Counselor(s)

(Meet with and counsel participant)

Develop a placement plan for each participant, including those with special needs

Refer participants to sources of labor market information

Refer participants to service components needed for job readiness

Provide placement-related assistance to participants as needed; inform job developers of special needs

Consult with parents or guardians as necessary

Provide a role model of a worker for participants

Follow up on unsuccessful interviews and on placement

Assess participant progress on a regular basis and review plan

Keep records and prepare reports on tasks for placement coordinator

Offer suggestions for improvement

Placement Instructors/Facilitators

Assist participants in gaining job search competency by facilitation of curriculum and provision of complementary activities

Coordinate job search group interaction

Utilize employer resources as possible

Assess participant performance of work maturity skills and recommend remediation as necessary

Provide a role model of a worker for participants

Prepare reports on tasks for placement coordinator

Offer suggestions for improvement

JOB PLACEMENT
ACTION PLANNING
WORKSHEET 3

3.1 The resources we can apply to the placement effort include:

3.2 The option we have selected for provision of placement services is:

3.3 Methods and procedures for implementing our model are as follows:

3.4 The following tasks will be performed by staff members in these positions:

Job Placement Task 4: IMPLEMENT THE MODEL

4.1 Select and train staff who will implement the model. Use the task analysis as a guide in their selection and training.

Staff training can be made available through technical assistance institutions, consultants or experienced staff giving courses, inservice workshops, or other more informal training. In all cases, the training should be as task-oriented as possible, and trainees should be given a thorough grounding in the objectives underlying the model selected.

4.2 Assign staff responsiblities to correspond with the task analysis and training.

4.3 Monitor the provision of placement services.

4.4 Evaluate the provision of placement services on the basis of the goals and objectives. For example, if "quality" placements are a goal, the evaluation criteria must be structured to reward "quality" placements, not just placements. In this way, incentives corresponding to the goals can be built into the program.

JOB PLACEMENT
ACTION PLANNING
WORKSHEET 4

4.1 (a) The following staff members will implement the model:

(b) Training will be provided by:

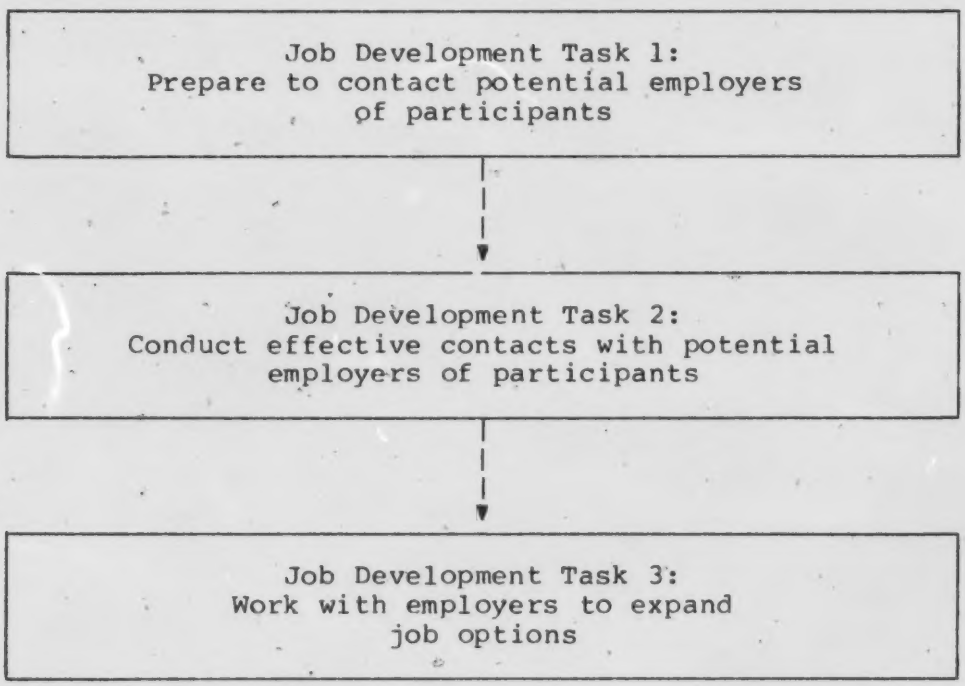
4.2 The following responsibilities wil be assigned to each staff member:

4.3 Placement services will be monitored by:

4.4 We will evaluate the provision of placement services by:

An Overview of Essential Tasks for Job Development

The following set of three essential tasks has been developed for implementing the job development component of operations for an employment and training agency:


Job Development Task 1:
Prepare to contact potential employers of participants
Job Development Task 2:
Conduct effective contacts with potential employers of participants
Job Development Task 3:
Work with employers to expand job options

Action Planning Guidelines

Task 1:
PREPARE TO CONTACT POTENTIAL EMPLOYERS OF PARTICIPANTS

1.1 Develop policies and procedures for contacting employers and identifying placement opportunities. Some agencies conduct surveys of local employers to identify job openings, but invariably personal contacts must also be made. The latter are generally the most effective because of the opportunity to "sell" the program (really its participants) in a presentation tailored to employers and their needs.

1.2 Identify employers to contact. Theoretically, every local employer should be contacted, but it is reasonable to prioritize the contacts on the basis of relevant criteria such as:

- Correspondence of employer's industry/occupations with occupational skill training provided by the agency
- Potential for positive response
- Location accessible for participants

1.3 Select and train job developers for the tasks described in these guidelines. Training in interpersonal skills is especially relevant, as is training in how to make effective contacts according to the policies and procedures decided upon. Depending on the size of the agency, select and train an administrator for the job development segment of the program.

1.4 Assign responsibilities to each job developer. Consider each job developer's background and skills and attempt to match these effectively to types of contacts to be made.

1.5 Contact employers by mail as a preliminary to a personal meeting. Explain briefly the agency's purpose and your purpose in making the contact. Tell employers you will follow up by telephone to make an appointment.

1.6 Find out as much as possible about a company before making a contact there. Relevant factors to research are:

- Industry and type of occupations
- Location
- Size; also, is it expanding or not?
- Level of automation or technological change
- How well established it is (age, capital base)

The local chamber of commerce is a good source for this information, and company publications are another.

1.7 Consider carefully before deciding to seek any commitments of jobs from a company ahead of time. Although some companies try to predict their employment needs and may be willing to share those predictions to aid the agency's planning effort, many factors are subject to unpredictable change, making a commitment risky. A downturn in the economy or a dip in sales of the product may nullify the company's ability to keep the promise, and there may be hard feelings on both sides.

1.8 Plan procedures for linking the job development work with job placement and with agency planning. It is critical that information about employers in general and job possibilities in particular be incorporated into the labor market information available to participants for their preparation and job search. In addition, the agency's planning department has need of labor market information for its work. Plan formal vehicles for communication of this important information.

1.9 Plan an effective public relations program to reach the community as a whole with the message of the services the agency has to offer and to increase the community's awareness of the skills of participants. Consider a variety of approaches, such as

- Newspaper articles
- Television and radio spots
- A descriptive pamphlet or brochure
- Leasing of a booth at conventions, fairs, etc.
- "Gimmicks," such as giving out agency key rings at shopping centers (These have been reported as successful.)

1.10 Act as an agency liaison to the community to foster development of an increased number of placement openings and options. Be available for speaking engagements to civic groups or to serve as an agency representative on councils or boards of community organizations.

JOB DEVELOPMENT
ACTION PLANNING
WORKSHEET 1

1.1 We will contact employers using the following methods:

1.2 (a) Employers to contact will be identifed by:

(b) We should prioritize the list of contacts according to:

1.3 (a) The following staff members will conduct the job development:

(b) Training will be provided by:

1.4 The following responsibilities will be assigned to each staff member:

1.5 Employers will be contacted by mail with the following message:

1.6 Factors we need to research before contacting a company are:

1.7 We will/will not seek commitments of jobs from a company ahead of time because:

1.8 (a) We will follow these procedures for linking the job development work with job placement:

(b) We will follow these procedures for linking the job development work with agency planning:

1.9 Our public relations program will include the following:

1.10 We can act as an agency liaison to the community by:

Job Development Task 2: CONDUCT EFFECTIVE CONTACTS WITH POTENTIAL EMPLOYERS OF PARTICIPANTS

2.1 In making contacts, be sensitive to the implications of what you have learned about the company (Job Development Guidelines 1.3). For instance, approach a small company differently, and with different expectations, than you would large one. (See the information on page 71.)

2.2 Furnish general information to the employer about the agency's purposes and services. Explain enough about the type of training the participants receive to attract the employer's interest. For instance, for a multiservice agency, mention if participants have been involved in:

- An orientation to the work world
- Career exploration, planning, and decisionmaking
- Basic skills or GED training
- Work maturity skills training
- Occupational skills training (list the occupations)
- Work experience or on-the-job training

If your participants have had the benefit of a competency-based training program, explain that training has taken place in competencies specified by employers as necessary on the job. Mention that records of the competencies learned are available to the employer. Indicate successful placements of participants from the agency in other similar companies.

2.3 Obtain information about the employer's organization and present and future employment needs to supplement the information already known. In addition to the factors listed in Job Development Guideline 1.6, ask about the following:

- Job positions in the company
- Requirements for different jobs
- The pay range for different jobs
- Training provided by the company
- Career possibilities for entry level workers
- The rate of worker turnover
- Existence of unions
- Current and projected job openings
- Plans for expansion or contraction
- Past experience of the company with special programs

Use this information to influence the way you discuss the benefits your agency can provide. Also take careful note of the information (on a contact form, usually) and provide it to the job placement staff for incorporation into the labor market information available to participants and to the planning staff for incorporation into the planning data.

Implications of Company Size for Job Development

Small companies tend to:

- Operate on narrow profit margins, often need capital, and don't feel their needs have been addressed by federal economic growth policies
- Make hiring and other decisions relatively quickly because they don't have the institutional structure of large firms, but they also expect quick returns
- Offer a supportive environment for the inexperienced and disadvantaged because they are rooted in the local community and have a small work force
- Be unable to provide extensive training, so they need workers with job-specific skills and experience
- Account for a disproportionately large share of new job creations
- Be financially precarious with high variation in goals and labor needs
- Feel unable to respond to the large number of local and national programs
- Pay lower wages and offer fewer prospects for career planning

Large employers tend to:

- Have a stronger interest in having an impact on training programs
- Be concerned with problems of retention and integration of youth into their work force
- Be more highly unionized
- Be more responsive to participation in public programs if there is sufficient time to work through their institutional structure

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NOTE: This page is based on Kathy Garmezy's "Youth and the Private Sector," A Review of Youth Employment Problems, Programs, and Policies, Volume 3. Prepared by The Vice President's Task Force on Youth Unemployment, 1980.

2.4 Discuss the specific benefits for the company of employing agency participants. Some of the benefits to be mentioned include:

- Availability of job-ready participants with training in the areas mentioned; training accomplished without cost to the employer
- Prescreening of applicants with no placement fee
- Follow-up and follow-through assistance after participant placement; agency staff will work with the employer and participant to ensure a successful transition to employment
- Previous attention to any personal problems that might have interfered with job performance

2.5 Inform employers of subsidies and tax incentive programs to encourage them to hire participants. However, remember that the basic issue for employers is whether the workers will be productive.

Employers are sometimes concerned about red tape and paperwork associated with these options. Inform them of the requirements clearly, and in streamlined fashion. Offer to assist as necessary (if you can make that commitment).

2.6 Seek an employer commitment to be involved with the agency program as an indirect method of job development. Given an opportunity for input to the training and for exposure to the participants being trained, employers build a sense of identity with the program and are much more likely to hire its graduates.

Some developers ask employers to fill out a form like the one on page 74. This gives employers the opportunity to choose the way in which they feel best able to contribute. It also carries the message that the request was not an idle one and that there has been careful thought about the real work to be done.

2.7 Establish credibility with employers by providing a service of real benefit to them. Frederick Taylor (Vice President's Task Force on Youth Employment, 1980) suggests that careful follow-up after placement impresses the employer with your program's concern for quality.

2.8 Handle objections or negative responses by finding out the reasons for them. Then deal with them from that context.

2.9 Follow up on each employer contact and keep careful records of not only the contact but the ultimate results as well. Use these records to evaluate the job development program.

EMPLOYER PARTICIPATION REQUEST FORM

Name of Employer _____

Name of Business _____

Address _____

Phone Number _____

Will participate by:

- ☐ Serving on an advisory committee in the area of
  - ☐ Career orientation
  - ☐ Career exploration, decisionmaking, and planning
  - ☐ Work experience, on-the-job training
  - ☐ Work maturity skills training
  - ☐ Occupational skills training occupation(s) _____
  - ☐ Apprenticeship
  - ☐ Placement
  - ☐ Follow-up and follow-through
- ☐ Providing work experience or co-op opportunities
- ☐ Providing on-the-job training
- ☐ Contacting agency when job openings arise
- ☐ Providing equipment for training
- ☐ Allowing field trips to observe business
- ☐ Allowing individual participants to observe activities of particular workers (shadowing)
- ☐ Allowing participants to analyze specific job tasks
- ☐ Allowing individual participants to interview employer
- ☐ Speaking to participants in training programs

☐ Role playing and critiquing interviews with participants

☐ Providing copies of application blanks

☐ Other

The _____ and its participants appreciate your
(agency name)

willingness to participate.

NOTE: Adapted from Transitional Career Placement in the Rural School (Rural America Series.) Wisconsin Vocational Center, University of Wisconsin-Madison, 1976, p. 65.

JOB DEVELOPMENT
ACTION PLANNING
WORKSHEET 2

2.1 Implications we should be aware of in making contacts include:

2.2 We will want to give employers the following information about the agency's purposes and services:

2.3 Information we will seek from employers includes:

Job Development Task 3:
WORK WITH EMPLOYERS TO EXPAND JOB OPTIONS

3.1 Investigate possibilities for participants to obtain support to develop their own businesses. Businesses can lend assistance in a way similar to that given the Junior Achievement program. They can foster service company spin-ofs based on their own products. They can provide already depreciated equipment to a new business operated by participants. Use creativity to find ways in which businesses will find it easy to respond.

3.2 Identify cooperative education, work/study, on-the-job training, and work experience opportunities within the community. These types of opportunities can meet both employers' and participants' individual needs quite effectively. Those who can work at a job while pursuing education and training are often more willing to pursue the required study. The employer benefits from having an employee whose skills are expanding without having to pay for a full-time worker. Participant needing work experience can lend an extra hand temporarily without a company having to increase its regular work force. On-the-job training teaches the participant additional skills but also gives the employer a chance to provide company-specific training. These options, on the whole, give employers greater flexibility than regular job commitments.

If you can make this commitment, assure the employer of your agency's ability to assist in monitoring these arrangements. Sometimes employers feel that such arrangements will involve a lot of inconvenience and paperwork.

3.3 Although it would be impossible, given the time and resources available, to go out and develop a "job match" for every participant (and that is certainly one of the reasons for emphasizing development of participant job search competency), it is necessary to engage in job development for individual participants who have a special placement need with no suitable opportunities. (This is termed environmental intervention.) For this purpose, the

job developer must know the skills and capabilitites of the individual participant very well. Although much information can be obtained from the participant's records and Employability Development Plan, joint meetings with the placement counselor and participant are necessary.

3.4 Consult with employers to encourage them to restructure or reclassify existing jobs to make them available to individuals with special needs. The process involves identifying the tasks that comprise a job and either deleting those that are unsuitable or changing them so they can be accomplished. This might be an appropriate course to take in seeking a placement for a handicapped participant, since employers do, in practice, restructure jobs for established employees with similar needs.

Guidelines for conducting such an analysis are available in the U.S. Department of Labor's Handbook for Analyzing Jobs (Available From the U.S. Government Printing Office).

3.5 Reduce the barriers to participant placement resulting from inappropriate screening procedures. For example, interviews are traditionally used as a screening device, although not all jobs require the same communication skills measured in an interview. Sometimes tests are given that are not directly related to job tasks. Work with employers to modify the screening procedures as needed.

3.6 Reduce the barriers to participant placement resulting from inappropriate hiring practices used by employers. This amounts to encouraging employers to reevaluate jobs to determine if the requirements are unrealistic. This requires a familiarity with the skills actually necessary for job entry. For example, an employer might be employing an older person in a particular job. When that person is replaced, the employer can be shown that a young person with the required competencies can perform the job as well. Similarly, a female might be considered for a male-stereotyped job. A person of relatively low ability might do a particular job productively and be more satisfied with it than a person of higher ability. A college degree or a high school diploma might not be necessary to do the tasks on a particular job. Similar arguments can be made for minority groups, the disadvantaged, and the handicapped.

Point out to employers how inappropriate job entry requirements limit their potential supply of workers as well as limiting worker options.

3.7 Use up-to-date knowledge of legislation to encourage employers to expand the options for participants. The agency can provide assistance to employers in meeting the regulatory standards.

3.8 Consult with trade associations and labor organizations to find out about apprenticeship requirements and opportunities. Usually apprenticeship applications are accepted for only a few weeks a year, so it is important to know the time and be prepared to act. Apprenticeships are also influenced by factors such as availability of mortgage financing, the season and weather, and building booms. It is well to be informed on these issues. Some programs negotiate hiring a journeyperson instructor in return for participant access to apprenticeships.

3.9 Involve union representatives actively in program operations, such as on an advisory committee. Input for curriculum design or the opportunity to observe the quality of participants' work often leads to greater acceptance of participants for apprenticeships. Be sensitive to the fact that apprenticeships are relatively long-term commitments, so they should be considered carefully.

JOB DEVELOPMENT
ACTION PLANNING
WORKSHEET 3

3.1 Ways in which we could assist participants in developing their own businesses are:

3.2 Types of work and study options we will try to identify in the community include:

3.3 We will engage in environmental intervention in the following situations:

3.4 We will encourage employers to restructure jobs in the following way:

3.5 We will try to reduce screening barriers to placement in the following way:

3.6 We will try to reduce hiring practice barriers to placement in the following way:

3.7 We will follow legislative changes and use the information for job development by:

3.8 Trade associations and labor organizations we should consult which include:

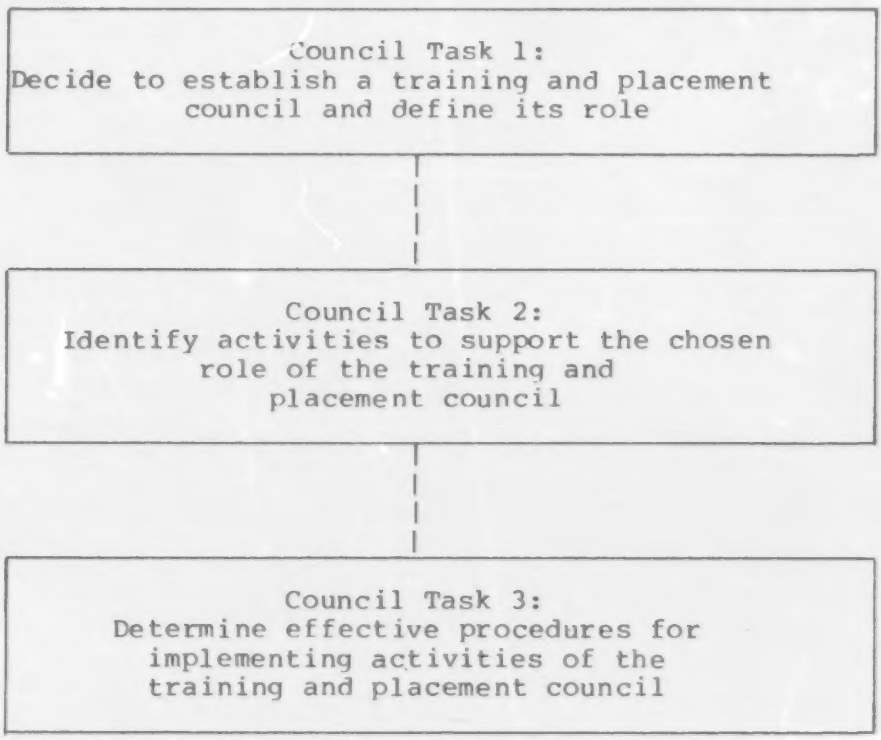
3.9 We will involve union representatives in program operations by:

Summary

Effective job development begins with careful preparation for contacting potential employers of participants. Discussions with employers include furnishing information about the agency's purposes and services, obtaining information about the employer's organization and employment needs, and pointing out the benefits for the company of employing agency participants. Job developers also work with employers to expand job options by identifying training/employment opportunities and seeking options for those with special placement needs. This often involves encouraging employers to restructure existing jobs and reduce inappropriate barriers to employment.

An Overview of Essential Tasks for Establishing a Training and Placement Council

A variety of community agencies are concerned with helping individuals make the transition from education and training to gainful employment. In order to assist them in establishing a collaborative and cooperative process for achieving their goals, the following three tasks are presented:


Council Task 1:
Decide to establish a training and placement council and define its role
Council Task 2:
Identify activities to support the chosen role of the training and placement council
Council Task 3:
Determine effective procedures for implementing activities of the training and placement council

Council Task 1:
DECIDE TO ESTABLISH A TRAINING AND PLACEMENT COUNCIL AND DEFINE ITS ROLES

1.1 Meet with administrative level representatives of potential collaborating agencies to discuss the advantages and disadvantages of establishing an employment and training council. Outline briefly the role that such a council might play. Then discuss the idea openly. Ideas for discussion are presented next page 93.

Collaborative efforts work best in situations where enlightened self-interest is the key motivation. Linkages that are generated from a crisis or because resources are suddenly available are not likely to endure unless they can be altered to reflect long-term benefits for the member agencies. Since a number of factors militate against successful collaboration, the advantages of forging ahead must be clearly seen by each member agency and carefully weighed against the disadvantages. The gains result from mutual benefits, and each agency must realize this (Rist, 1980 a).

1.2 Ask agency representatives to discuss the issue thoroughly within their organization to ascertain the degree of support for the concept. Indications are that a fair degree of support must exist at every level of agency operations touched by the collaborative effort for substantial possibility of success to exist. Agency administrators will need to deal with the situation internally if dissention is present. Use the list of questions on page 95 to guide internal discussion.

Expect that many staff members will feel unable to commit themselves on the basis of a broad and indefinite outline. Simply try to gain a general sense of their position on the subject.

1.3 Meet again to reach a consensus on whether or not to proceed with the next steps.

1.4 If the decision is to proceed, ask each agency to:

- Provide the group with a clear definition of its own role and functions
- Identify the priority each function has within the agency
- Suggest specific objectives for the council based on their prioritized functions

The Possible Role of an Employment and Training Council: Advantages and Disadvantages

Possible Role of Council

Maintain an organized and nonduplicative private sector liaison for purposes of job placement.

Share job openings according to guidelines to be developed.

Establish and maintain a central job data bank to be used by council members in making job placements.

Serve the community in a coordinated and effective fashion.

Determine cooperative activities in areas such as staff training and public relations that will lead to sharing of personnel and other resources.

Investigate the potential of expanded council functions such as the pooling of labor market information and the monitoring of services extended to participants.

Advantages	Disadvantages
Employers will be attracted to use the services of the council more readily than to use any one agency's services.	Collaboration involves a risk. Where there are difficulties, success is not ensured.
An increased amount of job placement information and an increased number of job openings will be available to the agency's participants.	Agencies involved in training and employment have competed against each other for years; it will be difficult to overcome the "turf struggle" obstacle.
Less staff effort will be required because of elimination of duplicative activities.	Trust among agencies is not evidenced at present. Little is known of whether other agencies can be trusted to perform according to standards so there is a risk of dragging the agency down.

Advantages (continued)

Job development efforts can be focused where past experience indicates success, instead of spreading efforts over a large number of agencies where success may be more questionable.

The agency will gain prestige in the community through involvement in an effort that has communitywide vision and goals.

Better service delivery in a number of areas could result from potential extensions of the cooperative effort.

Collaboration will increase efficiency. Especially in economically difficult times, efficiency may be the key to survival of the agency and its services.

Disadvantages (continued)

Agencies accountable to another organization do not have complete freedom of action to cooperate. For example, CETA prime sponsors' accountability to Washington governs their actions and availability of funding.

Questions to be Addressed within Each Agency

1. What components of your organization will be most affected by the proposed coordination? Are there components that will be affected indirectly (budget, payroll) rather than through direct involvement?

2. What do you already know about your own program components' probable willingness to cooperate?

3. Which individuals within your organization will be most supportive of your proposasl? Which do you think will offer the most resistance?

4. Are there performance goals that will be affected positively or negatively by the coordination efforts?

5. Are there any internal organization "political" issues that might affect the coordination effort?

6. With which individuals in the counterpart organizations do you currently have strong relationships?

7. Is there any prior history of coordination attempts between the programs that might enhance or interfere with your current undertaking?

8. Are there other organizational relationships (e.g., advisory groups) that have to be taken into account while pursuing coordination?

9. Are there existing procedural requirements of which you are aware that will be obstacles to achieving coordination?

10. Is there any prior history of attempts at modifying procedural requirements in the manner envisioned?

11. Who in your own organization is in a position to accomplish procedural modification? How long will it require?

12. Who in the counterpart organization is in a position to make the kinds of decisions you think will be needed to accomplish the proposed coordination?

NOTE: Adapted from U.S. Department of Health, Education, and Welfare, CETA and Education, as cited in Partners: CETA, Education, Youth. (St. Paul: Youth Employment Education Unit, Division of special services, Minneasota Department of Education) 1979, p, 8-9.

1.5 Share the lists of suggested objectives. Identify where agencies' interests and priorities converge and where they diverge. Select those objectives that all the agencies can support enthusiastically.

1.6 Formulate a survey of business and industry. Describe the collaboration concept as tentatively formulated. Let them know the council's intention of working cooperatively to meet the employment needs of the community, both theirs and the trainees'. Ask for their support and their suggestions:

- o How do they feel their needs could be met more effectively?
- o Whom do they work with now to meet their needs?
- o From whom do they obtain referrals?
- o Would they prefer to work with a coordinated council rather than selected agencies?
- o What suggestions do they have?
- o Are they willing to be involved in establishing such a council (i.e., serve on an advisory committee)?

The list of companies to survey can be drawn up from a compilation of each agency's job development contacts. Or, for more extensive coverage, use lists from the chamber of commerce, Thomas Register, and the Directory of Manufacturers.

1.7 Implement the survey and review the tentative role and objectives of the council on the basis of the responses. If the council is established on the foundation of the needs expressed by business and industry and if business and industry are encouraged to participate from the outset, it will be that much easier to get their cooperation later.

1.8 Once the objectives have been established, raise the issue of how broadly or narrowly the role of the council is to be defined in working toward those objectives. Determine the desired and feasible degree of integration and collaboration.

It may be helpful on this issue to consider the definitions of collaboration given on page 100. The question of protection of each agency's autonomy and the extent to which

each will want to give up any self-interest in working toward the common goal for long-term gains are a difficult issues to examine one. While they should be dealt with openly, a final determination may evolve over a period of time as the council feels its way and the members build a trust relationship.

1.9 Some tentative thoughts on this issue are necessary to determine the scale of operations. Consider the:

- Resources available (funding, personnel, facilities and equipment)
- Optimum number of members to involve in the council (There is some evidence that a greater number of organizations results in greater complexity of the coordination and time spent in managing it (Rist, 1980 a); however, the number should be large enough to gain economies of scale and to be seen as representing the community)
- Scale necessary to have a measurable effect or to meet expectations (Bear in mind that if the decision is to start cautiously and grow, the expectations for impact should be scaled down as well.)

1.10 Having an idea of the number of organizations to involve, determine which agencies to ask to join the council at this time. If sharing the results of job development is one of the prime objectives, consider only those agencies who are already actively involved in job development so that all members will be able to contribute from the outset. Consider the following members as possibilities:

- CETA prime sponsor
- Employment Service
- Local education agencies
- Government agencies (such as Veteran's Administration, Vocational Rehabilitation, Economic Opportunity Council, and so forth)
- Social service agencies (such as Mental Health Center, Women's Bureau, and so forth)
- Youth organizations
- Labor organizations
- Trade or technical schools, postsecondary institutions
- Civic organizations (YMCA, YWCA, Lions Club, and so forth)
- Church-sponsored agencies (JEVS, Catholic Charities, and so forth)

If a pattern of cooperation already exists among any of these groups, try to build on it. Another element of success in coooperation has been key staff members in different agencies who know and trust each other; consider this in the selection. (Maintain a list of potential members for future reference.)

Definitions of Collaboration

1. Collaboration is a term that implies the parties involved share responsibility and authority for basic policy decision-making. . . .Cooperation, on the other hand, is a term that assumes two or more parties, each with separate and autonomous programs, agree to work together in making all such programs more successful. To 'cooperate' with another agency or organization carries no implication that one either can, or should, affect its policies or operational practices. (Hoyt, 1976, pp. 1-2)

2. "A process of collaboration means the participation of the important institutions and sectors of the community that have the responsibility, resources and influence to deal with the whole of the transition to regular adult employment . . .A collaborative process is identified by

   - being an organized activity with an agreed-upon policy for its conduct
   - the participation of representatives of education, business, labor, parents, the voluntary and service organization sector, the public, students . . .or at least a sufficient number of the above to provide the expectation of significant achievement
   - an involvement in the improvement of the transition arrangements rather than the rest of the group being "advisory" to any one of the represented institutions or sectors
   - the development of, or working on the development of, an agenda or substantive actions, a prioritizing of the items on the agenda, and planning, toward actually carrying out the agenda. (Barton, 1977, pp. 11-14)

Kenneth Hoyt, Monographs on Career Education: Community Resources for Career Education, Washington, DC: U.S.D.H.E.W. Office of Career Education, Office of Education, 1976.

Paul E. Barton, "Community Councils and the Transitions Between Education and Work," Industry/Education Community Councils NIE Papers in Education and Work: No. 9, Washington, DC: U.S.D.H.E.W., National Institute of Education, December 1977.

1.11 Determine cooperatively whether it is desirable to have one of the agencies assume a leadership role. Sometimes this issue is determined by one agency contributing a large share of the resources for collaboration, therefore having a larger stake in its success. One of the advantages is that someone takes the responsibility for maintaining a proactive stance. This is important, since evidence points to institutional delays leading to a loss of momentum and consensus and an increased probability of competing perspectives gaining ground (Rist 1980). On the other hand, some of the agencies may fear that a strong leader will try to "take over" and dictate to them, destroying their autonomy.

1.12 Plan to deal with the issue of accountability. Determine criteria for evaluating the council's effectiveness and identify measures of costs and benefits. Base these criteria and measures on the council objectives.

1.13 Plan from the beginning to avoid the pitfalls with which others have had to deal in establishing collaborative efforts. Among these are:

- The tendency of organizations to protect turf (The U.S. Conference of Mayors, 1979, suggested that instead of using boundaries as battle lines, they can be used as a means of defining relationships and dividing responsibilities for effective delivery of services.)
- Communication barriers (Close working relationships demand that channels of communication be established and kept open.)
- A focus on getting credit for providing a service (A focus on how much service can be offered is more productive.)

TRAINING AND PLACEMENT COUNCIL
ACTION PLANNING
WORKSHEET 1

1.1. (a) Potential collaborating agencies are:

(b) We should discuss the advantages and disadvantages of a council with the following roles:

1.2 Within our agency we plan to ascertain the degree of support for the concept of a council by:

1.3 We have reached a consensus as follows:

1.4 (a) Our agency's role and functions are:

(b) They are prioritized as follows:

(c) Objectives we would suggest for the council are:

1.5 The objectives which all the agencies can support enthusiastically are:

1.6 (a) We will survey business and industry with the following questions:

(b) We will draw up a list of companies to survey from the following sources:

1.7 After reviewing the survey responses, the objectives of the council have been modified as follows:

1.8 We feel that this degree of integration and collaboration is desirable and feasible:

1.9 (a) The resources available are:

(b) We feel the optimum number of members is:

(c) We feel the appropriate scale of operations is:

1.10 We will ask the following agencies to join the council:

1.11 Our feeling about an agency assuming a leadership role is:

1.12 We will use the following criteria and measures to evaluate the council's effectiveness:

1.13 (a) The pitfalls we must plan to avoid are:

(b) We will avoid these pitfalls by:

Council Task 2:
IDENTIFY ACTIVITIES TO SUPPORT THE CHOSEN ROLE OF THE TRAINING AND PLACEMENT COUNCIL

2.1 Identify activities to accomplish the job development task, such as:

- Contact potential employers of participants by dividing the job development task so as to build on established strong relationships and avoid multiple calls on the same employer.
- Design an effective common approach to use in contracting employers. Work as a team to find innovative ways to reach employers and point out the benefits of the council serving as their employment agency (such as prescreening and pretraining of participants, subsidy programs--all saving employers dollars and avoiding the inconvenience to them of multiple contracts.)
- Provide staff development for personnel of member agencies on the employer contact approach selected.
- Assign a task force to coordinate job development for member agencies' participants with special needs.

2.2 Specify activities to promote the sharing of information, such as:

- Organize information about job openings for member agencies' access.
- Pool data contributing to the body of local labor market information for all members to use.
- Share placement techniques in workshops or, a newsletter.
- Establish a library (or catalog) of resources to facilitate sharing of curriculum materials and audiovisual aids.

2.3 Promote community awareness of the council's goals and its specific activities through a coordinated public relations campaign. Activities might include these techniques:

- Develop a brochure and newspaper articles describing the council and its services.

- Use posters and billboards or radio and television spots to make employers more aware of the employment problems of youth and the disadvantaged.

- Use a speaker's bureau to disseminate the common message.

- Use employer recognition devices.

2.4 Form an advisory committee to enlist participation of representatives of business and industry, labor organizations, and community groups on behalf of the participants of all member agencies. Ask the advisory committee to:

- Recommend occupational areas for which training programs should be developed to provide workers to meet employers' needs; recommend occupational competencies for the training.

- Suggest effective ways to work cooperatively to reduce barriers to placement of agency participants.

- Participate in the community job development effort.

2.5 Offer placement-related activities for participants of member agencies, such as:

- Career conferences
- Industry tours
- Job fairs
- Job search workshops
- Complementary training; for example, cardiopulmonary resuscitation or driver's education

2.6 Identify ways to work within the system to promote realistic incentives and to reduce existing disincentives for cooperation.

2.7 Work to establish good relationships for the council with persons and agencies concerned with training and employment. Share information with them as is feasible.

2.8 Plan activities to build understanding, rapport, and trust among member agencies. One of the major barriers to collaboration has been lack of information about each other. Where CETA prime sponsors have no links with education agencies, for example, the opinion of CETA is much less positive than in cities where linkages exist. (National Council for Urban Economic Development, 1980, p. 13).

- Provide forums for discussion of issues of common concern.

- Plan a newsletter with featured information about member agencies and their staff.

- Recognize that "without question, the relationships between these groups of people represent the most dynamic systems involved in the program development process. When all is said and done, it is the people rather than the system with which we must deal in an effective and humane fashion. It is the people who develop and implement cooperative programs that provide services." (Partners, CETA, Education, Youth 1979, p. 9).

TRAINING AND PLACEMENT COUNCIL
ACTION PLANNING
WORKSHEET 2

2.1 The following job development activities will be performed:

2.2 We will share information by:

2.3 We will mount a public relations campaign to include:

2.4 (a) Members of our advisory committee will be:

(b) We will ask them to do the following:

2.5 We will offer these placement-related activities for participants of member agencies:

2.6 We will try to influence the system by:

2.7 We will promote good relationships by:

2.8 We will plan the following activities to build rapport among member agencies:

Council Task 3:
DETERMINE EFFECTIVE PROCEDURES FOR IMPLEMENTING ACTIVITIES OF THE TRAINING AND PLACEMENT COUNCIL

3.1 Ask each member agency to assign to a qualified staff person the responsibility for cooperating in joint activities. Recognize that a commitment of the person's time is as essential as assigning the responsibility. Member representatives need to know whom they can count on regularly. Furthermore, the representative needs to be able to build expertise in collaboration over time. Work may be facilitated if the representatives have positions of approximately the same level in their agencies.

3.2 Establish clearly what the working procedures will be.

- Remember that efficiency is one of the reasons for collaboration. Streamline all procedures.
- Formalize all procedures for implementing activities even though the atmosphere for interaction may be casual and informal.
- Develop a procedures manual to promote clear understanding.
- Establish who is accepting the responsibility for carrying out the procedures.

3.3 Establish and fill leadership roles to correspond with each council function. The number and roles of paid council staff will depend on the scope of the program. At least one full-time person should be hired as a nonagency council employee to manage information transfer and data processing. This employee should work at a council office in a "neutral" location with a separate telephone number from that of any one agency.

3.4 Determine an equitable method for dividing up job development contracts. One suggested method is to ask each agency to supply a list of companies with which it has a good job development relationship. The idea is to continue

to build on those good contacts by assigning those companies to the agency for continued contacts. Companies "spoken for" by more than one agency would be assigned by negotiation.

3.5 Establish rules for the responsibility of making employer contacts. Basically, each agency must make efforts that lead to results so that it will be a contributing member and deserving of job information in return. Results should be credited by agency within the council; however, it is desirable to have the council be credited with results externally. While some accomodation on this point may be necessary for individual agency's accountability requirements, every effort should be made to play down "the numbers game."

3.6 Establish a speedy, convenient, and consistent method for making job information available and recording which participants are pursuing which leads. The ideal method, and one that is especially cost-effective when shared, is a computerized system. A considerable range of computer options exists to meet a wide budget range, from a microprocessor in a centralized location to a central mainframe computer with a satellite desk top terminal in each member agency.

The simplest system is for job developers to put job information into the system (in a standardized format to contain all the necessary facts), and for employment and training agencies to retrieve it. However, a more effective method is for agencies to enter participants and their certified skills into the computer to be matched with the job information. This type of matching system can identify entered jobs for which the participant qualifies or can produce a list of participants who qualify for a particular job. (The Employment Service has been building this type of capacity and now has matching systems operating in twenty-four states.)

3.7 Plan to obtain technical assistance as needed to address problems of program implementation. Research suggests (Rist, 1980 a) that technical assistance is essential for the following:

- Sharing new experiences and newly devised procedures
- Pushing the local project to clarify its goals and objectives

- Providing a methodological overview for a series of discrete and disconnected decisions
- Helping local program staff understand the consequences of their accumulated decisions

3.8 Keep records designed to make meaningful evaluation possible. Find out the following information:

- The degree to which cooperation between agencies makes a difference in placement success--qualitatively and quantitatively
- The degree to which pooling of labor market information results in a greater body of information
- The degree to which involvement of a business and industry affects placement success

3.9 Build into the evaluation system a procedure for regular review of the council role and objectives. Consider expansion, also. Many related agency activities would be suitable for collaborative efforts. For instance, a computerized collaborative system could handle intake data for all participants and then manage their records throughout the service period. Participants getting services from more than one agency would have one continuous record, with each agency having the advantage of complete background information (which, incidentally, would be an effective way to eliminate fraud and duplication of services).

In at least one city, discussions of such a system are taking place. United Way funded agencies are realizing that collaboration for purposes of training and placement may be central to all their needs. This type of collaboration can be used as a selling point to attract private sector funds that are used to train people and, in turn, provide a larger qualified labor force for the private sector. What about the personal emergencies traditionally coped with by many of these agencies? The farsighted reply of the Economic Opportunity Council representative is that emergencies are often preventable, predictable, and chronic; if people had jobs, perhaps there would be fewer emergencies.

TRAINING AND PLACEMENT COUNCIL
ACTION PLANNING
WORKSHEET 3

3.1 We will assign the following representative from our agency to the council:

3.2 We will follow these procedures:

3.3 The council leadership roles will be as follows:

3.4 We will divide the job development task as follows:

3.5 We will follow the following rules for making employer contacts:

3.6 We will make job information available as follows:

3.7 We will need technical assistance for:

3.8 Records we will keep for evaluation are:

3.9 We will review the council's role and objectives and consider expansion according to the following plan:

Summary

Coordination and cooperation between agencies offer tremendous potential for meeting the challenges of placement. In the face of decreased funding for placement services and a scarcity of jobs, placement staffs are being asked to redouble their efforts. The need to work more efficiently and effectively forces recognition that the community goal overriding the goals of any one agency or organization is that of helping individuals make the transition from education or unemployment to gainful employment.

A training and placement council can foster collaborative processes for working toward the goal. Through collaboration, the goal can be achieved more efficiently and effectively than if each member operates independently.

In a discussion at one prime sponsor site, placement representatives from a number of agencies agreed that a minimum of a 40 percent increase in employment could be expected from collaboration. Some felt that a 60 to 75 percent increase was possible. Members, in addition to prime sponsors, schools, and the Employment Service, might include private industry councils, women's bureau, mental health agency, vocational rehabilitation agencies--the possibilities are numerous.

The collaboration possibilities are promising, albeit complex to establish and sustain. On the next page are several suggestions for sustaining the effort.

A Word to the Wise on Collaboration

Once the coordination arrangement is underway, the challenge to all participants is keeping the initiative moving forward despite whatever obstacles may arise. If major obstacles have been anticipated the task will be easier, but under no circumstances will a new and different experience such as this be easy. Offered below are some tips on keeping the initiative on track.

1. Expect problems and budget enough time (both calendar time and person hours) to deal with them. Even the most thorough planning cannot account for all contingencies.

2. When lack of progress in any one specific area threatens the undertaking, review the original agreement on benefits, particularly those accruing to clients, and the agreement to date, emphasizing where the ability to resolve issues has already been demonstrated.

3. Keep in mind that individuals in all organizations have the same kinds of concerns (political, personalities, regulations) and that they must decide how and with what speed to deal with internal issues.

4. If unable to resolve an issue that is critical to the success of coordination, don't move ahead until it is resolved (see item 1 above). There is almost never a reason to expect that resolution will become easier in the future.

5. Don't let individuals involved in implementing a coordination strategy get so involved in the process of accomplishing it that they forget why they wanted it in the first place.

6. Plan the work with a view toward conflicting or competing time requirements. If, for instance, the major activity in preparing for coordination must occur simultaneously with final preparation of the yearly program plan or an agency reorganization, chances are coordination will come in second--and last.

SOURCE: Department of Health, Education, and Welfare, CETA, Education, as cited in Partners: CETA, Education, Youth. (St. Paul: Youth Employment Education Unit, Division of Special Services, Minnesota Department of Education, 1979), p. 10.

7. Once it has been decided that coordination will in fact take place, internal staff of all programs should be thoroughly oriented on what this means for them and what will be expected of them. If staff is involved at the proper time, they are likely to have more of an interest in and commitment to the success of the effort.

APPENDIX A

A Transitional Career Placement Model

A Transitional Career Placement Model

The following minimal competencies are suggested as necessary for student self-sufficiency in placement:

1. The student can articulate achievable career goals and relate these goals to other life role goals.

2. The student can describe or demonstrate effective procedures for acquiring the information and skills needed to develop career plans.

3. The student can assess the marketability of his/her skills as they relate to a variety of occupations.

4. The student can demonstrate effective placement-securing and placement-maintaining skills.

5. The student has the skills necessary to self-evaluate progress in the achievement of career goals.

These five areas could be used to describe "core" placement competencies which the program strives to develop. Procedures used in the placement program are evaluated in terms of their contribution to the development of these student competencies.

The achievement of these competencies by students can be facilitated through use of both group procedures and individual procedures. For example, general techniques for job interviewing and job application can be presented through courses or seminars; however, the actual job leads pursued by individual students will vary with each student's occupational goal and personal contacts. The placement program, like the career counseling program, also provides procedures for addressing each individual's unique placement needs.

In the transitional career placement model, placement is approached from the perspective of assisting each student accomplish the transition from his/her current career role to the next level of career preparation, entry, or advancement. If this program goal is to be achieved, the model developed should

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NOTE: Adapted from John D. Hartz and Susan Kosmo, An Individualized Approach to Career Counseling and Career Placement. (Columbus: Center for Vocational Education, The Ohio State University, 1976)

reflect the following characteristics:

- Student needs should form the core of the placement program
- The placement program is but one aspect of a more global transitional program which includes career education, career counseling, and career placement
- The responsibility for assisting youth in their transition into adult roles is shared by the family, school, and community
- A "career" rather than job or educational placement perspective is needed and should be reflected in program evaluation procedures

The following are elements of a comprehensive transitional placement model:

1. Student advocate approach to placement

   In the student advocate approach to placement, services are provided to students based on each student's individual career development needs. Attention is given to assisting the student accomplish the career role change s/he will encounter in leaving the high school setting and confronting opportunities for further career exploration and commitment. The placement component specifically emphasizes the need to develop self-sufficiency in placement in order that students may effectively manage future demands for career change. The other objective of the placement program is to maximize the opportunities available to each student.

2. Integration of career education, career guidance, and career placement

   The placement component cannot operate in isolation from the instructional and guidance services students receive. It has repeatedly been indicated that such activities directly influence the availability of various placement opportunities to the student. Although no sharp distinction can be made among these three program components, for the sake of clarity, the activities included in each component have been described as follows:

   - CAREER EDUCATION: activities designed to provide the necessary placement entry requirements, such as coursework, specific skill training, work experience.

- CAREER COUNSELING: activities designed to assist the student identify, select, and evaluate placement, alternatives, such as counseling, self-assessment, career information.

- CAREER PLACEMENT: (a) activities designed to promote student career independence for acquiring the desired alternative, such as career planning, training in interviewing and application skills, techniques in developing placement leads; and (b) activities designed to increase the placement opportunities available to the individual, such as referral activities, solicitation of openings, job development.

3. The responsibility for providing placement assistance is shared by the family, school, and community

Although the operational base for the placement program is the school, this should not imply that the school alone is responsible for the career placements obtained by youth. The placement process has been equated with the total transitional process students encounter as they select and implement career goals. This transitional process is also a concern of the family and the community. The family's ability to meet the placement needs of its members has become more limited as opportunities have increased and the procedures for entry have become more formalized. Nevertheless, many students continue to rely on family "connections" for occupational entry. The attitudes of other family members toward work in general and toward specific occupational roles and the desirability of various opportunities for further training influence the career decisions youth make. The family, in this sense, is also a provider of placement services which include specific instruction in an occupational role, occupational information, financial assistance, and referral to possible openings.

The responsibility for placement is also shared with the community as these students are members of this larger group. In a rural community, such an orientation is particularly appropriate and desirable. Many students desire to remain in their home community, but because of limited opportunities are forced to relocate. The school alone cannot increase the oportunities available to students for either further career preparation or for employment. This objective can only be accomplished when a community commitment exists for the development of greater opportunities.

4. A "career" rather than a job or educational placement perspective has been adopted.

   In recent years, many secondary schools have developed job placement programs to complement existing educational placement services. The rationale has been that those going on for further education receive assistance in locating suitable placement while those pursuing occupational goals do not receive help. To equalize the school's service offerings, job placement programs for those with occupational goals have been installed. Unfortunately, such a separation of services is incompatible with a career education focus.

   Educational decisions often have occupational ramifications and vice versa. Decisions to pursue further education or enter the labor market are more soundly made on the basis of the career goals selected by the student. Further, formal preparation and work experience are not perceived as "ends" in themselves, but rather as a "means" to ends. Correspondingly, more attention must be focused on the relationship of alternative career activities to long range career goals. An emphasis on the immediate goal of placement into either education or employment ignores the potential benefits to students of continued career exploration. This exploration may take the form of vounteer work, civic involvement, concentration on the development of avocational interests, or even personal exploration of a specific goal such as self-employment. These "alternate" placements can be of benefit in developing marketable skills, broadening the individual's contacts with potential employers, or presenting an opportunity for "reality" testing prior to making a further career commitment.

Program evaluation must address the school's effectiveness in accomplishing the two major objectives enumerated for a placement program:

1. to maximize student self-sufficiency in placement

2. to maximize the opportunities available to students

APPENDIX B

Participants with Special Needs

Participants With Special Needs

A placement service designed to meet the needs of all students also may need to have distinct sub-objectives formulated for particular groups of students. In the development of this model, several subject variables were examined in relationship to career guidance needs. The career guidance needs of each of these subgroups may be summarized as follows:

1. Women users may need increased exposure to a variety of occupational roles, greater placement assistance particularly in job placement, and counseling services to assist them in understanding both the inter-relationship between an occupational role and other life roles and the overall impact of occupational role on their futures. Women students may also find contemporary values toward career planning in conflict with those of their parents. Subsequently, there may be a greater need to provide informational and counseling services to the parents of women users.

2. Increased communication between formal providers and parents can also be anticipated as an important objective toward meeting the career placement needs of rural youth. Rural youth have been noted to be particularly affected by information from parents in career-related decisions (Straus, 1964). Preparation for a change in life-style is also an important element in the occupational preparation of many rural youth who will be forced to move to find suitable placement.

3. To meet the needs of the economically disadvantaged user, those providing career placement services may need to increase the services available to such users in the following areas: greater outreach and use of group counseling techniques, increased use of work experience programs of the "earn while you learn" type, and improved dissemination of information on vocational service agencies and labor market needs. Additionally, economically disadvantaged individuals may need various support services, e.g., day care assistance, legal

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SOURCE: Strong, Merle E., project director, A Coordinated and Comprehensive School-Based Career Placement Model, Volume III of a Research Project to Develop a Coordinated Comprehensive Placement System. Madison, WI: Center for Studies in Vocational and Technical Education, University of Wisconsin-Madison, 1975

counsel, training stipends, etc., if their placement needs are to be realized. Many of these support services are available through various public and private agencies; however, the procedures surrounding the obtainment of these services often result in the discouragement of the applicant. Better referral procedures are necessary as well as follow-through contact to assure that the user has in fact obtained the needed service.

4. Greater outreach also needs to be made to the average and below average student. These students tend to receive less assistance from key personnel in career planning and placement. In part, this reflects their failure to seek out such assistance. However, these students also anticipate greater difficulties in securing placement than do their more academically successful peers. Since for many of these students a high school education will be the terminal educational pathway pursued, special attention to the development of saleable entry level skills on the high school level is warranted. For those who leave the high school prior to completion, a referral system to the various government-sponsored occupational training programs needs to be established.

Counseling Needs of the Handicapped

Vocational counseling, as offered by the Employment Service, is the help given to applicants in learning about themselves--their interests, aptitudes, values, and the like--and in learning about the world of work, relating their qualifica-tions to occupational requirements.

It is beyond the scope of this handbook to provide training in the methods of counseling. Rather, this section has two broad purposes:

- To familiarize ES staff, regardless of job title, with the role of the counselor in working with handicapped applicants.
- To indicate special considerations regarding handicapped applicants to which counselors (as well as other ES staff) must be sensitive.

This section, then is not exclusively for counselors. Many of the approaches and principles addressed here are equally important for interviewers, employer relations representatives, and others who come into frequent contact with handicapped job-seekers.

ES counseling is directed to quality placement. The goal is to match applicants' abilities, potentialities, preferences, and needs with appropriate jobs. A handicapped applicant may need counseling not directly because of the handicap, but because of employment choice, change in vocation, or adjustment to a job. The presence of a handicap alone does not necessarily imply that the person needs counseling.

Indicated Need for Counseling

The areas in which vocational counseling are commonly needed are:

- Vocational choice. The applicant needs to decide on a vocational area, and the handicap may affect the choice. Perhaps the selected area is questionable because the applicant has either overrated or underrated him/herself,

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SOURCE: U.S. Department of Labor, Employment and Training Administration. Placing Handicapped Applicants: An Employment Service Handbook. Washington, D.C., U.S. Department of Labor, Employment and Training Administration, n.d. pp. 29-34

or because he/she has selected a field which he/she cannot realistically expect to enter because of such factors as inadequate education or training, or lack of job opportunties.

- Vocational change. The applicant needs to change occupations, because of dissatisfaction, lack of success, lack of suitable job opportunities, or the effects of the handicap.

- Job adjustment. The applicant is in an apparently suitable field, but has faced difficulties in adjusting to the job. There may be problems of poor attitude, poor work habits, or conflicts with colleagues or supervisors. The applicant may also have problems compensating for, or adjusting to, the handicap, particularly if it was incurred recently.

In suggesting to applicants that they can benefit from counseling, it is important to explain why counseling can help "Since you are unhappy in your present occupation, I think you should discuss your situation with a counselor so that you can explore other areas before making any hasty decision." The way such suggestions are made can either cause resentment or gain the cooperation of the applicant.

The Counselor-Applicant Relationship

The counseling relationship--indeed, the whole relationship between the ES and the applicant--cannot be one in which professionals make people's life decisions for them. As with all applicants, handicapped workers need to participate fully in their own futures.

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*                                                         *
*     The applicant should be thoroughly involved         *
*     in every decision and in every step of the          *
*     placement process.                                  *
*                                                         *
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Counseling is a joint process--two people working together to find solutions. If applicants perceive their relationship with ES as a partnership, rather than a situation where they are docilely led into unsatisfactory or unwelcome jobs, their placement is much more likely to be acceptable, and they are more likely to remain on the job.

Negative Reactions of Applicants

Applicants sometimes develop negative attitudes and reactions toward their handicaps. Such feelings may prevent them from finding or keeping jobs. The counselor should discuss negative attitudes with applicants, help them identify their causes, suggest methods of dealing with them, and determine whether applicants need special counseling from other agencies.

Some negative reactions to handicaps are:

Discouragement, lack of self-confidence. Often, a handicapped applicant has failed at a job or found it difficult to find one, and develops a poor self-image. The counselor may try to discover past tasks that the applicant feels good about or has been successful at doing. If the problem is serious, applicants may need to be placed in a temporary situation where they are likely to have a positive experience.

Overdependence on counselor. Occasionally, handicapped applicants, and particularly the severely handicapped, may come to depend on the ES staff not only for help in finding a job, but also for general advice and encouragement in managing everyday affairs. Some indications that applicants may become overdependent may be:

- They have been rejected or abandoned by their families or communities
- They have difficulty in maintaining close friendships
- They have lived a sheltered life, rarely experiencing the outside world without close supervision
- They are unable or unwilling to make their own decisions without consulting parents or guardians.

One way of avoiding overdependence is to schedule visits only when there is a specific employment-related purpose or topic to consider. The applicant's own preferences and ideas should be continuously sought and used. If, after a few counseling

sessions, it appears that the applicants cannot make their own decisions and need further guidance in managing their affairs, extensive counseling outside the ES may be required before placement can be considered.

Underestimation of Handicap. An applicant who refuses to accept a handicap may be more open to information resulting from tests and inventories than to the unsubstantiated evaluation of a counselor. With test results, the counselor can ease the applicant into looking at alternative occupations.

Fear, Anxiety, or Embarrassment. Applicants who have seldom or never worked, or who have been injured and must face a new situation with new people, are often anxious, just as non-handicapped individuals may be for other reasons. The counselor should focus on positive situations that the person has met, and perhaps offer strategies for handling frightening situations. The counselor should suggest where to go for help if particular problems arise.

Bitterness, Resentment. A natural reaction to a handicap is to wonder "why me?" or dwell on the unfairness of life. The counselor can point out that negative attitudes alienate employers, making them less responsive to applicants and less interested in employing them.

Lack of Motivation. This problem can be related to the applicant's inability to form meaningful and obtainable goals because of lack of direction, a feeling that barriers posed by the handicapped are too great to overcome, or a history of having personal goals defined by overprotective parents or friends. Developing short-range, obtainable goals with applicants helps put unemployment difficulties into perspective; with a goal in mind, applicants can become motivated to help themselves.

Unawareness of Job Requirements or Good Work Habits. A counselor can give an applicant information on job requirements, but may need to spend more time if the job-seeker has never developed good work habits or does not have good job-seeking skills.

Counseling Severely Handicapped Applicants

Most severely handicapped applicants come to the Employment Service on referral from other agencies, particularly VR. Often, they have undergone training or other job preparation, and are now deemed employable. Not infrequently, they represent the more difficult cases of the referring agency, the "easier" ones having been placed directly by that agency.

Occasionally, though, severely handicapped individuals present themselves directly at the ES office without having been served by any other agency. As with other handicapped applicants, the ES must then determine whether they are:

- job-ready, and able to be placed without special service, or
- placeable with provision of special ES service, or
- placeable only with provision of service by another agency (probably VR)

Most often, severely handicapped individuals can benefit from VR services prior to placement, but determination needs to be made on a case-by-case basis. In general, a severely handicapped applicant needs VR service if:

- the applicant requires additional evaluation
- the handicap can be corrected or ameliorated by medication, prosthetic devices, therapy, or other remediation
- the applicant requires training or a special work situation (on-the-job training, sheltered workshop) before becoming competitively employable.

In addition to regular placement services, severely handicapped applicants are likely to need special counseling, individualized job development, and conscientious follow-up. If they have never worked, or have very limited work experience, the "world-of-work" may have to be explained in detail.

This should include:

- Competition. They will have to perform comparably with other employees to get and keep a job.
- Employer-employee relationships. They may not know that they can discuss work problems with the employer, and ask for help if they do not understand their duties. Too often, workers become discouraged and simply stop coming to work if they are having problems. Applicants should be instructed to discuss

problems with their supervisors--and to call their ES contact to talk about things that are troubling them on the job.

- Working hours and requirements. They should understand that they are expected to arrive at work on time, call in if sick, and abide by other rules of the employer, such as those relating to dress requirements, lunch hours, coffee breaks, etc.

- Basis for wages. They should be forewarned about payroll deductions; otherwise, they may think they are receiving less pay than agreed on.

Beyond these more-or-less "mechanical" considerations, there is often a lot of supportive counseling required to prepare severely handicapped applicants for work. To a much greater extent than with other applicants, the counselor often has to get personally involved in the job search for a severely handicapped person.

Counselors and other ES workers who have been successful in placing severely handicapped workers over the years frequently attribute their results to a combination of persistence and the development of a close working relationship with the applicant. Once the applicant and ES staff member learn to know and trust one another, it becomes easier to meet each problem as it arises and work jointly to overcome obstacles to employment. The staff member who develops such a relationship, and who is a determined advocate for the job-seeker, communicates enthusiasm to the applicant, to prospective employers, and to other ES staff.

Often, it is necessary to probe for work-related constraints which may not be obvious: problems with public transportation, fear of humiliation, difficulties with overprotective family members or friends who discourage the applicant from seeking work. Applicants may be receiving disability or welfare payments and may be fearful of losing this income if they accept work. In such a case, the ES should determine the actual situation (some welfare and social security payments are reduced to offset earned income), and help applicants assess the probable impact of employment on their financial situation. While work is generally the preferable option for an individual motivated enough to seek out ES services, there are situations where the financial impact may be severe; for example, in the case of persons requiring expensive medical treatment which is covered by Medicaid benefits which will be lost if they leave the welfare rolls.

It can be frustrating to work week after week on placing these most challenging cases, with the problems of the applicant to be dealt with on the one hand, and the reluctance of the employer on the other. But, as the experience of Employment Services across the nation attests, it can be done. There is no category of handicap in which successful placements have not been effected. And there is certainly a strong measure of satisfaction in succeeding with these toughest-of-all applicants.

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